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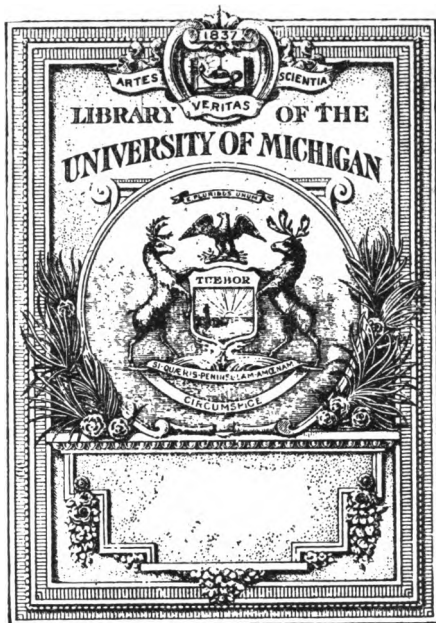
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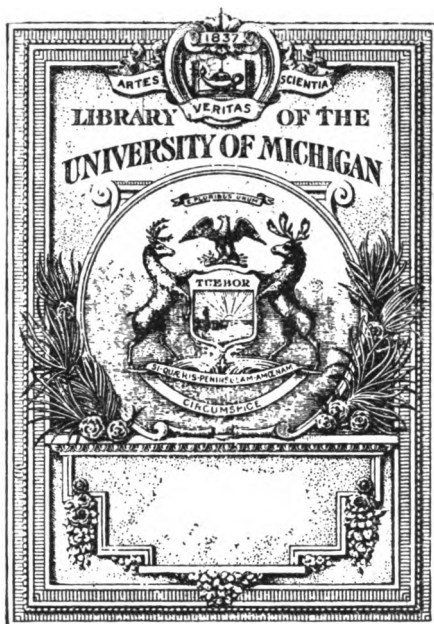
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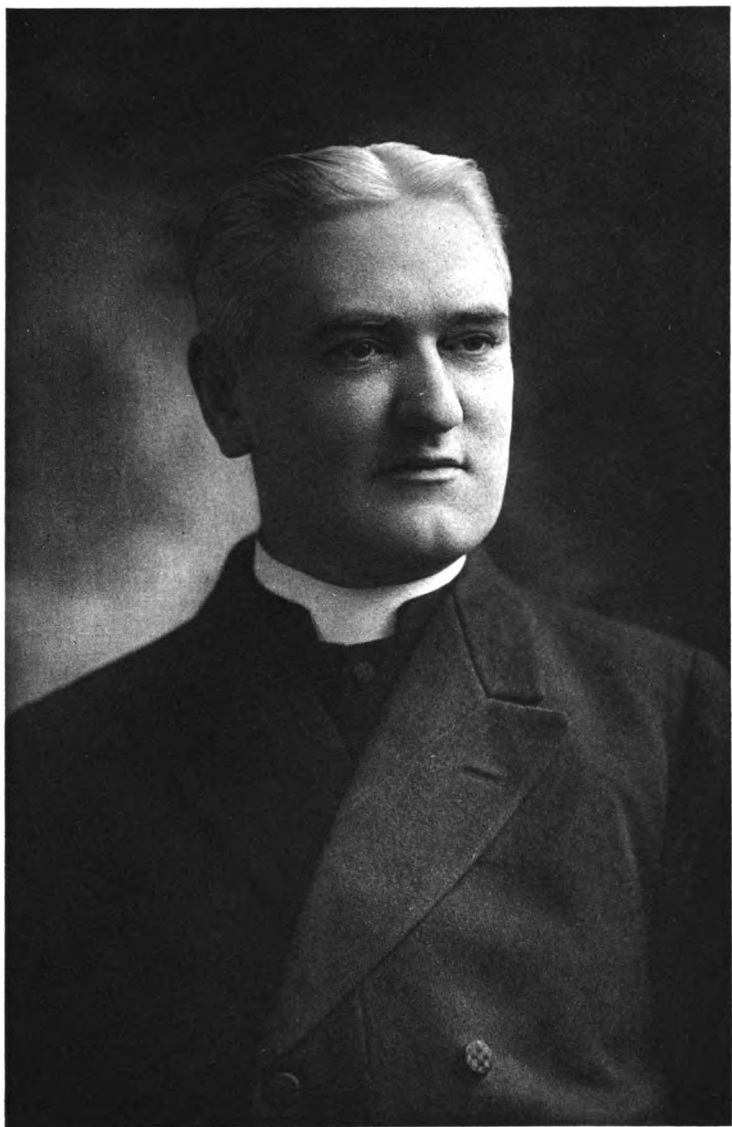
THE GIFT OF
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THE GIFT OF
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Francis J. O'Hara,

Twenty-Third New York State Conference

OF

Charities and Correction



PROCEEDINGS

Albany, N. Y., November 14-16, 1922

NEW YORK STATE CONFERENCE
OF
CHARITIES AND CORRECTION

Chronological Schedule of Meetings

| Year | Date | Place | President | Secretary |
|------|----------------|--------------------|---|--------------------|
| 1900 | November 20-22 | Albany | *Wm. Pryor Letchworth ... | Homer Folks |
| 1901 | November 19-22 | New York | Robert W. deForest | Robert W. Hebbard |
| 1902 | November 18-20 | Albany | William R. Stewart | Edward T. Devine |
| 1903 | November 17-20 | Buffalo | *Thomas M. Mulry | Frederic Almy |
| 1904 | November 15-18 | Syracuse | Robert W. Hebbard | Edmond J. Butler |
| 1905 | November 14-16 | New York | Nathan Bijur | George McLaughlin |
| 1906 | November 13-15 | Rochester | * William Mabon, M.D. ... | Wm. Bradford Buck |
| 1907 | November 12-14 | Albany | * Daniel B. Murphy | Walter E. Kruesi |
| 1908 | November 17-19 | Elmira | Simon W. Rosendale | * Orlando F. Lewis |
| 1909 | November 16-18 | Albany | Mornay Williams | * Frank Kunzmann |
| 1910 | November 15-17 | Rochester | * George A. Lewis | Frank E. Wade |
| 1911 | October 17-19 | Watertown | Max Landsberg, D.D. | John A. Kingsbury |
| 1912 | November 19-21 | Syracuse | * Stephen Smith, M.D. | William J. Doherty |
| 1913 | November 18-20 | Buffalo | Edmond J. Butler | Marcus A. Beeman |
| 1914 | November 17-19 | Utica | * Abram J. Katz | Richard W. Wallace |
| 1915 | November 16-18 | Albany | Frank E. Wade | Richard W. Wallace |
| 1916 | November 14-16 | Poughkeepsie | George B. Robinson | Richard W. Wallace |
| 1917 | November 13-15 | Binghamton | Lee K. Frankel | Richard W. Wallace |
| 1918 | December 10-12 | Rochester | Charles H. Johnson | Richard W. Wallace |
| 1919 | November 11-13 | Syracuse | * Rev. A. M. O'Neill | Richard W. Wallace |
| 1920 | November 9-11 | Buffalo | Rabbi Louis J. Kopald | Richard W. Wallace |
| 1921 | November 9-11 | Utica | * Orlando F. Lewis | Richard W. Wallace |
| 1922 | November 14-16 | Albany | Very Rev. Msgr. Francis J. O'Hara | Richard W. Wallace |

* Deceased.

PREFACE

The Twenty-third New York State Conference of Charities and Correction was held in the city of Albany on November 14-16, 1922, it being the sixth meeting of the Conference held in the capital city of the State. Among the notable features of the program was the emphasis upon rural community organization and service, health demonstrations, and legislation affecting children. The President, the Very Rev. Msgr. Francis J. O'Hara, of Brooklyn, who has been actively interested in the work of the Conference for many years, in his address on "A Year's Progress in Charitable and Correctional Work," reviewed the present trends in the field of charities and correction, particularly in New York State.

The Twenty-fourth Conference will be held in Rochester, November 13-15, 1923. Dr. Solomon Lowenstein, Executive Director of the Federation for the Support of Jewish Philanthropic Societies of New York City, is President.

For the second time the Conference has had opportunity for round table discussions by groups of persons interested in special lines of social work. The success of this feature of the program has been such as to warrant the extension of the plan in future meetings. No attempt has been made to report the round table discussions.

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ORGANIZATION OF THE TWENTY-THIRD
NEW YORK STATE CONFERENCE OF
CHARITIES AND CORRECTION

OFFICERS

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VICE-PRESIDENTS

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MRS. JOHN C. MANION, Utica

TREASURER

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SECRETARY

RICHARD W. WALLACE, Drawer 17, The Capitol, Albany

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MISS CECIL B. WIENER, Buffalo
JOHN PHILIP BRAMER, New York City

EXECUTIVE COMMITTEE

The President and the Secretary, ex-officio, and

(Term expires 1922)

William D. Cunningham, Ellenville
Porter R. Lee, New York
Mrs. Max Thalheimer, Syracuse

(Term expires 1923)

Mrs. Anna B. Fox, Buffalo
Mrs. Abram J. Katz, Rochester
Rev. Robert F. Keegan, New York

(Term expires 1924)

Edmond J. Butler, New York
Lee K. Frankel, New York
Charles H. Johnson, Albany

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Frank E. Wade, Buffalo
George B. Robinson, Bedford Hills
Lee K. Frankel, New York
Charles H. Johnson, Albany
Rabbi Louis J. Kopald, Buffalo

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Edwin J. Cooley, *Chairman*, New York City

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| Frank L. Christian, M. D., Elmira. | Benjamin J. Shove, Syracuse. |
| Rev. H. J. Gerlach, Lackawanna. | Mrs. Augusta Slesinger, New York City. |
| John S. Kennedy, New York City. | J. B. M. Stephens, Rochester. |
| Miss Helen V. McCormick, Brooklyn. | Hobart H. Todd, Industry. |
| Patrick Mallon, Brooklyn. | William E. Wiley, Buffalo. |
| Frederick A. Moran, Albany. | George W. Woltz, Buffalo. |
| Joseph P. Murphy, Buffalo. | |

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| Dr. Harvey J. Burkhart, Rochester. | A. W. Hedrich, New York City. |
| T. Wood Clarke, M. D., Utica. | Hugh Halsey, M. D., Southampton. |
| Clarence E. Ford, Albany. | Miss Lillian A. Hudson, New York City. |
| Mrs. Minnie E. Freeman, Syracuse. | Joseph S. Lawrence, M. D., Albany. |
| John C. Gebhart, New York City. | Ellen Lysaght, M. D., Brooklyn. |
| Walter S. Goodale, M. D., Buffalo. | Patrick Redmond, Watertown. |
| Louis I. Harris, M. D., New York City. | |

COMMITTEE ON RECREATION

R. K. Atkinson, *Chairman*, New York City

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| William Lewis Butcher, New York City. | William E. McLennan, Buffalo. |
| Daniel Chase, Albany. | Mason Pitman, M. D., Riverdale-on-Hudson. |
| Miss Abbie Condit, New York City. | Rev. Alfred Scott Priddis, Buffalo. |
| Miss Amelia Greenwald, New York City. | Joseph F. Quinn, Brooklyn. |
| Mrs. Gratia Eldridge Harrington, Hartsdale. | Mrs. V. S. Simkhovitch, New York City. |
| Solomon S. Lasky, Syracuse. | James E. West, New York City. |

COMMITTEE ON RURAL COMMUNITY ORGANIZATION

James T. Nicholson, *Chairman*, Washington, D. C.

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| Miss H. Ida Curry, New York City. | Paul S. Livermore, Ithaca. |
| Miss Molly Finnerty, Kingston. | Mrs. E. B. McKenna, Buffalo. |
| Horace W. Fitch, Canandaigua. | Miss Gladys Mendum, Spring Valley. |
| Mrs. Mary M. Glynn, Albany. | Mrs. Richard Noye, Buffalo. |
| Fred W. Hollis, Canandaigua. | Dwight Sanderson, Ithaca. |

COMMITTEE ON THE FAMILY

Ward B. Edwards, *Chairman*, Utica

| | |
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| David C. Adie, Buffalo. | Miss Jessie M. Hixon, Brooklyn. |
| Miss Katharine L. Brettle, Poughkeepsie. | Miss Lillian L. Huffcut, Binghamton. |
| Mrs. John H. Carney, Utica. | Miss Angie S. Kellogg, Watertown. |
| W. T. Clemens, Syracuse. | Almus Olver, Syracuse. |
| W. W. Collins, Newburgh. | Rev. Joseph Scully, Albany. |
| Miss Esther Denton, Elmira. | Miss Mary A. Steer, Albany. |
| Thomas F. Farrell, New York City. | Miss Cecil B. Wiener, Buffalo. |

COMMITTEE ON CHILDREN

James H. Foster, *Chairman*, Albany

| | |
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| William F. H. Breeze, Albany. | Lionel J. Simmonds, New York City. |
| Brother Robert, Albany. | Samuel S. Solender, Rochester. |
| Miss Ada Ruth Burns, Buffalo. | Miss Martha A. Taylor, New York City. |
| Warren M. Covill, Rochester. | Miss Ruth Taylor, White Plains. |
| Rev. J. B. Crowley, Rochester. | Miss Mary C. Tinney, New York City. |
| Douglas P. Falconer, Buffalo. | Arthur E. Wakeman, Brooklyn. |
| Miss Mary L. Farrell, Albany. | |
| Miss Louise K. Gates, Auburn. | |
| Rev. James J. Lacey, Ogdensburg. | |

LOCAL RECEPTION COMMITTEE.

Hon. Nathan L. Miller, Honorary Chairman

Charles H. Johnson, Chairman

Mrs. Henry M. Sage, Vice-Chairman

Mrs. Benj. Walworth Arnold

Rev. Roelif H. Brooks

Dr. A. R. Brubacher

Miss Helen Delehanty

Hon. Leo M. Doody

Mrs. James H. Farrell

Rt. Rev. Edmund F. Gibbons

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Rabbi Marius Ranson

Hon. Simon W. Rosendale

Hon. Henry M. Sage

Rev. Joseph Scully

Dr. Henry L. K. Shaw

Michael Sheehan

A. Page Smith

Mrs. Henry J. Sporborg

Dr. William O. Stillman

Mrs. Frances Thanhauser

Charles J. Tobin

Hon. Frank R. Utter

Miss Ethel Van Benthuyssen

Mrs. William Bayard Van Rensselaer

Miss Mary Wasson

Miss Helen Wing

PROGRAM

The first session was held in the Ball Room of The Ten Eyck Hotel, all others in Chancellors Hall, State Education Building.

TUESDAY, NOVEMBER 14

3:00 P. M. FIRST GENERAL SESSION.

The Very Reverend Msgr. Francis J. O'Hara, President of Conference, presiding.

1. Invocation, Rev. Creighton R. Storey.
2. Address of welcome, the Honorable William S. Hackett, Mayor of Albany. (The Mayor was not present but was represented by the Honorable John Boyd Thacher.)
3. Response, Rev. Robert F. Keegan, New York City.
4. Address of the President.

8:00 P. M. SECOND GENERAL SESSION.

(Joint session with State Conference of Probation Officers.)

TOPIC: DELINQUENCY

1. Miscellaneous business, announcement of committees.
2. Report of the Committee on Delinquency by the Chairman, Edwin J. Cooley, Chief Probation Officer, City Magistrates' Court, New York City. (Mr. Cooley was unable to be present on account of illness, Honorable Frank E. Wade, of Buffalo, acted as chairman.)
3. Address: "The Practical Value of the Scientific Study of Juvenile Delinquency," Dr. William Healy, Director, Judge Baker Foundation, Boston, Mass.
4. Discussion, opened by Arthur W. Towne, Executive Director, Committee on Methods of Preventing Delinquency of the Commonwealth Fund, New York City.
5. Address: "Necessary Steps in Dealing with Delinquents in New York State," Edward R. Cass, General Secretary, Prison Association of New York, and Secretary of the American Prison Association, New York City.
6. Discussion, opened by John S. Kennedy, President, State Commission of Prisons, New York City.

WEDNESDAY, NOVEMBER 15

9:15 A. M. ROUND-TABLE CONFERENCE.

TOPIC: RECREATION, R. K. Atkinson, Chairman of the Committee on Recreation, presiding.

(This session was devoted to recreation in institutions.)

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10:30 A. M. THIRD GENERAL SESSION.

TOPIC: HEALTH

1. General business.

Michael M. Davis, Jr., Executive Secretary, Associated Out-Patient Clinics, New York City, presiding.

2. Address: "Need for Doctors in Small Towns and Rural Districts, and the Remedy," Hermann M. Biggs, M.D., State Commissioner of Health, Albany.

3. Discussion by Stanton P. Hull, M.D., Member of the Public Health Council of the State Department of Health, and by Arthur W. Booth, M.D., President of the Medical Society of the State of New York.

4. Address: "Community Health Work of the Milbank Fund," John A. Kingsbury, Director, Milbank Memorial Fund, New York City.

5. Discussion, George J. Nelbach, Secretary Committee on Tuberculosis and Public Health, State Charities Aid Association, New York City.

6. Motion picture, "The Westchester Way," showing work of Grasslands Hospital as a health center, Herbert A. Brown, Deputy Commissioner of Public Welfare of Westchester County, East View.

7. General discussion.

1:45 P. M. ROUND-TABLE CONFERENCES.

(a) Health. Michael M. Davis, Jr., Chairman, Committee on Health, presiding.

Special Topics:

"Mental Hygiene," Richard H. Hutchings, M.D., Superintendent Utica State Hospital, Utica.

"Program for Crippled Children," Charlton Wallace, M.D., New York City.

(b) Children. James H. Foster, Chairman, Committee on Children, presiding.

Special Topics:

"The Place and Function of the Institution in a General Plan for the Care of Children in Need," Rev. Bryan J. McEntegart, Director Division of Children, Catholic Charities of the Archdiocese of New York, New York City.

"After-care and Follow-up for Children Discharged from Institutions," Lionel J. Simmonds, Superintendent Hebrew Orphan Asylum, New York City.

3:00 P. M. FOURTH GENERAL SESSION.

TOPIC: RECREATION

1. Miscellaneous business.

2. Report of the Committee by the Chairman, R. K. Atkinson, Recreation Department, Russell Sage Foundation, New York City.

3. Address: "Recreational Aspects of the Work of the Farm Bureau," Kenneth D. Scott, Manager, Warren County Farm Bureau, Warrensburg.
4. Address: "Present Status of Municipal Recreation in New York State," S. Wales Dixon, Playground and Recreation Association of America.
5. Discussion.

8:00 P. M. FIFTH GENERAL SESSION.

TOPIC: RURAL COMMUNITY ORGANIZATION. James T. Nicholson, Director of Education Service, Washington Division, American Red Cross, Washington, D. C., presiding.

1. Miscellaneous business.
2. Address: "Community Organization for Rural Social Work," Professor Dwight Sanderson, New York State College of Agriculture, Ithaca.
3. Address: "What Country Leaders Are Thinking Today," Lucius E. Wilson, President, General Organization Company, Chicago, Ill.
4. Address: "The Value of County Case Conferences," Leroy Ramsdell, New York School of Social Work, New York City.
5. Discussion.

(An informal reception was tendered by the local Reception Committee to the members of the Conference immediately after this session.)

THURSDAY, NOVEMBER 16

9:15 A. M. ROUND-TABLE CONFERENCE.

TOPIC: RURAL COMMUNITY ORGANIZATION. Leroy E. Bowman, Columbia University, New York City, presiding.

Special subject:

"The Inter-Relationship of Agencies Engaged in Rural Social Work."

10:30 A. M. SIXTH GENERAL SESSION.

TOPIC: THE FAMILY. Ward B. Edwards, Superintendent of Charities of Oneida County, Utica, presiding.

1. General business.
2. Address: "Changing Ideals in Family Case Work," Miss Cecil B. Wiener, General Manager, Jewish Federation for Social Service, Buffalo.
3. Address: "What the Family Case Worker Should Know and Be," Miss Clare M. Tousley, Secretary, Committee on Cooperation and District Work, Charity Organization Society, New York.
4. Address: "Is the American Family Disintegrating?" Dr. George H. Derry, Professor of Economics, Union College, Schenectady.
5. Discussion.

2:00 P. M. SEVENTH GENERAL SESSION.

TOPIC: CHILDREN. James H. Foster, Superintendent, Division of Children, State Board of Charities, Albany, presiding.

1. General business.

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2. Address: "The Children's Court Law," Edward G. Griffin, Deputy Attorney-General, Albany.

3. Address: "The Child Welfare Law," Charles J. Tobin, Counsel to the Commission to Examine the Laws Relating to Child Welfare, Albany.

4. Address: "Needed Legislation in Reference to Placing-out and Boarding-out," Miss Katharine L. Brettle, Superintendent, Dutchess County Board of Child Welfare, Poughkeepsie.

5. "Suggested Changes in Our Adoption Laws," Charles H. Warner, Superintendent Brooklyn Society for the Prevention of Cruelty to Children, Brooklyn.

6. Discussion.

**TWENTY-THIRD NEW YORK STATE CONFERENCE
OF CHARITIES AND CORRECTION**

TWENTY-THIRD NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION

Held in Albany, N. Y., November 14, 15, 16, 1922.

FIRST GENERAL SESSION

TUESDAY AFTERNOON, NOVEMBER 14, 1922.

VERY REV. MONSIGNOR FRANCIS J. O'HARA, of Brooklyn,
President of the Conference, presiding.

THE PRESIDENT: Ladies and Gentlemen, we will call this Twenty-third State Conference of Charities and Correction to order and will begin our proceedings by inviting the Reverend Doctor Creighton R. Storey, of Albany, to give the Invocation.

DOCTOR CREIGHTON R. STOREY: O God, our Father, we invoke Thy blessing on our assembly here. We thank Thee for this meaningful occasion. We thank Thee for the unification that comes into our hearts and lives as we work for others. We thank Thee that in this world of so much suffering and so much sin and so much ignorance, Thou hast also so much that is so good and so helpful, and Thou hast laid upon the strong the burdens of the weak, and Thou hast helped us all to see our responsibility according to what Thou hast done in our own lives. Bless this Conference. Help us to have an exalted idea of the purposes that have brought us here. May we feel that we are workers together with God, and in the sanctity of that ideal may we put our hearts and our minds into our work, and may we believe that our labor is not in vain in the Lord. Bless all these proceedings. Foster all this work to the glory of Thy name, and may Thy Kingdom come and Thy Will be done on earth as it is in Heaven. Amen.

THE PRESIDENT: Most of us, no doubt, have had occasion to come to Albany so frequently that we have long ago experienced the cordial welcome extended to us all by the citizens of Albany whom we have had occasion to meet on many happy occasions. Nevertheless, it is customary at each of our conferences to receive from some distinguished citizen of the town in which the conference meets a few words of welcome. The program of this Conference designates His Honor, the Mayor of Albany, to perform this duty, but as it has been impossible for him to be present, it is indeed a great pleasure to know that he has requested the Honorable John Boyd Thacher, the Treasurer of the city of Albany, to say a word of welcome to the delegates at this Conference. I take pleasure in introducing Mr. Thacher.

HON. JOHN BOYD THACHER: I feel that I am particularly fortunate to have this opportunity to extend a word of welcome and a word of appreciation to those who are gathered here today to give of their time and thought to the solution of social problems and the amelioration of the ills and the distresses which sometimes press so hard upon a suffering humanity.

I am glad that it is to be my privilege to offer the hospitality of this fine old city of Albany, which I know you will find deep and warm and strong and true, and which because of that fact and also because of its location makes Albany an ideal convention city. I am also particularly happy to call your attention to the fact that I am welcoming the New York State Conference of Charities and Correction back to the city of its birth. Here at Albany twenty-two years ago, in 1900 to be exact, this Conference came into being, and during the intervening years has met here for its deliberations on three separate occasions. I speak, I think, not merely with the pride of an Albanian, but rather as a matter of right and of fact, when I say that no finer place than this could have been selected for this Conference. There is no finer place than Albany, the Capital City of the State of New York, where much of the great and useful and constructive legislation of recent years has been originated. This city has proven time and time again its service to humanity, and its leadership in charitable enterprise has been established beyond a

peradventure of a doubt by the creation of such things as Pavilion F, of the Albany Hospital, a pioneer undertaking at the time for the treatment of the insane, by its outdoor schools, by its treatment of juvenile delinquents, by its hospital for the incurables, than which there is no finer institution of its kind in the State of New York, and by its efforts to make strong and worthy men and women and upright citizens of its boys and girls to whom it gives not only the best possible mental education and training, but physical strength and vigor through recreation and play-grounds, swimming pools, athletic fields, and physical instruction. And it is no wonder, I say, that Albany with such a record of charitable endeavor welcomes with warmth and sincerity you who are also contributing so splendidly to the cause of human happiness and progress. May this Conference through the interchange of ideas contribute to that end, and may it be the pleasure and privilege of you who are here to participate in that splendid service just as it is our pleasure now to welcome you, as it shall be our honor to entertain you, and as it shall be our happiness to extend to you, as you take your departure, affectionate good wishes for yourselves and for your work, with the hope in our hearts that we may soon again have the opportunity to welcome you back to Albany. [Applause]

THE PRESIDENT: We are deeply grateful indeed to Mr. Thacher for these words of welcome. We are going to call upon the Reverend Robert F. Keegan, the Secretary for Charities to the Archbishop of New York, to express in the name of all the delegates to the Conference our appreciation of this hearty welcome. Father Keegan.

REV. ROBERT F. KEEGAN, NEW YORK CITY: Mr. President, Delegates, Ladies and Gentlemen. It becomes my pleasant duty to thank Mr. Thacher on behalf of this Conference and through him the people of the city of Albany for the cordial welcome extended to us this afternoon.

There can be no more fitting place for the meeting of the Twenty-third Conference of Charities and Correction than in this the Capital City of the great Empire State, the place of our birth,

long the source of inspiration, and again today the focal point of deliberations which will mean much for the social welfare of our State.

It is important for the State Conference to meet in Albany for many reasons. We feel that here at Albany we have the headquarters of that magnificent body of men and women who have done so much for charity in the State in an official way. I refer to the State Board of Charities and to its distinguished President, Mr. Stewart, and to its efficient and capable administrative head, Dr. Johnson. Then again in Albany are the headquarters of other State agencies, such as the Probation Commission, Department of Health, and many others with which we as workers in the field of charity have so much in common. Somehow or other when I was asked to give voice to the sentiments that are in your hearts after listening to that splendid welcoming address, I felt that perhaps looking at the table here, you might think that there was just a bit of clerical domination. [Laughter] I know not who arranged to have three gentlemen of the "cloth" do practically all the talking at this first session, but in the Reverend Doctor Storey, Monsignor O'Hara, and myself, I think you have had all that you will want of addresses from the clergy and will be quite content to listen to the laity during the rest of the Conference.

For another reason I am glad that I was asked to voice our gratitude for the welcome given, for I want to say to you that I appreciate the fact we are still the New York State Conference of Charities, and by that I mean that we haven't followed the lead elsewhere, and sought for new and fanciful names for our organization. True it is that charity in our day has a narrower signification perhaps, but that fault is our own. It is an ancient and an honorable word. It comes down to us consecrated from antiquity. It has meant much for the betterment of the human race and in its derivation it comes from the Latin "caritas" which means love, and expresses first and foremost the love of the Master for fellow men, and no better term my good friends could be used by us to characterize our endeavors here in this Conference than that very term of charity,—love of fellow man. [Applause]

My dear friends we are not here to serve self. We are not here for personal interests. We are here for the biggest and broadest and most altruistic reason in the world. This reason is deep-rooted in our make-up and in the consciousness of those whom we represent at this Conference, the conviction that the best there is in life is expressed in the terms of service to our fellow man.

May our deliberations here during the days of this Conference be consecrated to that high ideal. And if we feel perhaps the word "charity" is too narrow, may we do what we can to correct that notion and make it the universal, the all-embracing term under which every activity of social work can find a place.

It is a great pleasure on behalf of the Conference to thank Mr. Thacher and the people of Albany for their wonderful welcome. We shall leave our Capital City with inspiration, with hopes renewed and with the settled conviction that our labors during the year to come will be exclusively for our fellow men and women, to the end that as a result in part of our efforts, we shall have a better community, State and Nation.

THE PRESIDENT: I am sure Father Keegan has voiced the sentiments of those present in expressing so eloquently our thanks to the citizens of Albany and the reception committee of Albany for the splendid preparations made for this Twenty-third Annual Conference of Charities and Correction.

According to the program prepared, the next number calls for the address of the president.

ADDRESS OF THE PRESIDENT

A Year's Progress in Charitable and Correctional Work.

THE VERY REVEREND MONSIGNOR FRANCIS J. O'HARA,
Brooklyn.

In the address of the President delivered at the Twenty-second State Conference of Charities, the late Doctor O. F. Lewis reminded us that the papers read at our Conferences "should be

the reports of creative activity, reports of deeds done, of regions explored, of discoveries made, of new methods to a needed end."

It may prove profitable for us to call attention to the valuable and quite interesting information which we have received through the kind coöperation of men and women well qualified by experience in charitable and correctional work to tell us of the progress which has been made in various fields of social work since our last State Conference at Utica. A survey of this nature must be, at best, incomplete. There are so many agencies, institutions and social organizations interested in and striving to relieve distress, to improve the conditions of dependents, whether sick, delinquents or defectives, that it is well nigh impossible to know more than a mere portion of the progressive measures adopted by them throughout the State in even one year.

Early in August of this year a short letter was addressed to a number of persons well known for their ability and interest in charitable and philanthropic activities. These ladies and gentlemen were requested to give a brief outline of the events which have occurred in connection with their work during the past year, and which are likely to improve their service for their beneficiaries.

At the same time it was stated that we would welcome any suggestion or advice as to change of existing conditions or procedure, new methods, or legislation as a means to obtain still better results.

As President of the Twenty-third State Conference of Charities and Correction, I wish to express grateful appreciation for the courteous and interesting replies to the letter in question. At all our Conferences our papers and friendly discussions are mainly devoted to topics connected with: Family Welfare Work, Child Welfare, Delinquency, Health, Legislation pertaining to these subjects, and finally Social Agencies, public or private, dealing with practically all of these subjects. It is pleasing to remark that in every quarter of the State there is noticeable, now as always, faithful attention paid to charitable correctional work in all its aspects.

Most of the organizations and relief agencies show according to reports received, a desire and a well conceived plan of extend-

ing the scope of their work, and of improving, as far as possible, their methods. In New York City where the well known public and private welfare organizations have the largest field for their activity, the Department of Public Welfare, the Department of Health, and Department of Corrections, as well as the Domestic Relations Courts, the Children's Court, and the Board of Child Welfare have all displayed during the past year constant interest in making their work known and more fruitful in practical results for the betterment of the great Metropolis.

We doubt not that in Albany, Rochester, Buffalo and the other cities of the State decided progress has been noticeable in all public and private departments of charity and correction. The recent City Conference of Charities held in New York which many of us attended gave evidence of the intelligent interest taken by the various commissioners and their departments in all matters pertaining to public welfare. Those who have visited Welfare Island or have spent even a few hours with the feeble-minded children at Randall's Island, have seen for themselves the changed conditions and the determined policy of the great city to have its institutions conducted according to the most approved standards.

More than once unsolicited letters of commendation have been received expressing admiration and grateful appreciation for the services rendered by nurses in the public hospitals and homes for the aged. With the assistance of the faithful and tireless corps of inspectors employed by the State Board of Charities and the City Department of Public Welfare, the private institutions and organizations engaged in charitable and correctional work have displayed quite generally a determined effort to do the work assigned to them in a most creditable manner. Obviously, it is possible to mention only a few of these organizations reporting progress. It is certain that others not named have been equally zealous in their efforts for progress in social work.

Aside from the ordinary routine which goes on from year to year the Charity Organization Society records for us a praiseworthy effort made by about fifty different social agencies in behalf of homeless men. In 1921 discussion of this problem was invited. As a result a bureau was established and is now oper-

ating. In May of this year The New York Federation of Agencies for Homeless Men was organized with a board of directors representing twenty-one different agencies. These agencies include the Catholic Charities of New York, the United Hebrew Charities, Protestant organizations and non-denominational organizations. The splendid spirit of coöperation shown was an accomplishment worth all the effort made for it. The practical results remain to be seen but give promise of greater interest in providing for the welfare of homeless men.

The favorable increase in the number of students attending the New York School of Social Work and the Summer School of the Charity Organization Society are proofs of the confidence felt in the value of the course of sociology given by these schools during the past year.

Another notable step forward, made by this Society recently is the Bureau of Children's Guidance, for the study of the so-called "unadjusted children." This Bureau has the support of nearby public and private schools. While helping individual children it is hoped that out of this study knowledge will be gained of better methods to deal with the subnormal and the mentally deficient children and those who, for any mental cause must be dealt with differently from the normal child. The public schools have seen this need and they welcome this study of the means to meet it more fully. Of even greater importance are the efforts made by this organization to combat the ravages of disease in families coming under supervision. No less than four hundred families in which one or more members were victims of communicable disease were studied; and the results of analysis have been made available for hospitals, clinics and other health centers as far as practicable with a matter of this nature.

UNEMPLOYMENT

In the far reaching philanthropy of the Association for Improving the Condition of the Poor, unemployment has been one of the difficulties with which this organization has had to wrestle. A rather novel plan was worked out in assisting families embarrassed by the fact that the husband and father found himself without employment. The successful working out of this plan

only demonstrates again that it is far preferable to supply the unemployed men having families with work for which they are paid, than to hand them relief in cash. To accomplish this, arrangements were made, at one period, with the Bronx Zoölogical Park, a quasi-public corporation. Men with families who were out of work, and in need of relief were put on the pay roll of the Botanical Gardens and were engaged in building new roads, draining the property, and helping in general to put it in shape for the use of the public.

It was productive work which would not have been done if the Association for Improving the Condition of the Poor had not made it possible. The methods employed showed plainly the men who needed relief and were willing to work for it. It preserved at the same time the morale of the family in a most satisfactory way. The plan cost about thirty thousand dollars, and those responsible for it are convinced that it affords a clue to the answer of how to give relief for unemployment cases where there is no possibility of securing bona-fide industrial relief for them.

CHILD WELFARE

No subject naturally appeals more to us than child welfare work. In the papers to be read at this Conference, in the discussions and round table talks, no doubt every one will be glad to learn from those best able to impart the knowledge what has been done, and what still remains to be done, to safeguard childhood and to promote the welfare of children. From time to time we hear of the splendid accomplishments in behalf of the children in other states. In our own Empire State we feel that while, in many ways, we may be far from perfection, we have reason indeed to be proud of what has been done for the children in every part of the State during the past year.

The State Department of Education has called special attention to the need of testing the intelligence of the children to determine the selection for special classes in schools. It is believed that the day will come when mental inspection will be held fully as important as physical inspection. Some feel that there is needed in New York a law giving State aid to special classes as is

done in some other parts of the country. At present school officials are often reluctant or find it impossible to start special classes owing to the extra expense required.

Interest in the newly framed laws regarding child welfare has not lessened since our discussions one year ago. The most important laws enacted are those relating to Children's Courts, Boards of Child Welfare, and relating to instruction of the deaf and dumb. It is the opinion of not a few that there is still need for revision or modification of laws in reference to placing out of children in free homes and in boarding homes. All placements in fact, excepting those made directly by parents or legal guardians, should be subject to State supervision and reportable to the State. Agencies and persons doing placing out work should also be subject to State visitation and inspection. In this connection, the present State Commission on the Study of Laws Relating to Children has under consideration the preparation of bills to regulate these activities which are of vital importance for child welfare.

The various denominational charities, Protestant, Jewish and Catholic, have all taken the most keen interest in these child welfare laws. Most creditable mention may well be made of the Federation of Institutions caring for Protestant Children, and in particular of the Edmund Gould Cottages of the Kingston Avenue Home for Children, Bronx. This we believe is the first institution designed solely as a reception or clearing house for children to be erected in this State.

In New York City, the Catholic Charities of the Archdiocese of New York, in the work relating to children as outlined in its report, has accomplished most satisfactory results. Particular mention might be made of the day nurseries which have been greatly improved and have become, in a sense, neighborhood centers. Much greater attention has been given to immigrants settling in New York; a follow-up system has been introduced. Better facilities also are now available for looking after women and girls coming into the courts. There has been a notable extension of fresh air camps and convalescent homes. Through the efforts of the Catholic Charities in New York, Brooklyn, Albany, Rochester, Syracuse, Buffalo and Ogdensburg, practical

interest in legislation affecting charities, corrections and social work generally has been developed. In like manner the Federation for the Support of Jewish Philanthropic Societies with which more than ninety organizations are affiliated reports a list of improvements in hospitals, convalescent homes, schools for delinquents, and an amalgamation of certain activities under the newly created Jewish Board of Guardians. This Board coördinates all branches of delinquency, preventive, institutional, and after-care activities.

The splendid reputation made by the Board of Child Welfare in New York City during the first years of its existence has been sustained. The activity of the Board may be gauged, in some measure by the extraordinary amount of money required for this form of welfare work. On last Wednesday the Board of Aldermen in the city of New York voted the sum of \$900,000 to support the Child Welfare Board for the remainder of 1922. With its present limitations, the support of widows with children in the greater city calls for about \$400,000 per month and will perhaps entail an expenditure for some five millions of dollars during the year 1923.

A passing reference to the various child welfare bills introduced in the Legislature and signed by the Governor during the past year gives some idea of the interest taken by the people of the State in the care of children. No less than ten of these bills were signed by the Governor, while a number of others were vetoed. No doubt some of the delegates to this Conference and the representatives of social agencies in different parts of the State may be able to report what action has been taken in various counties to work out the provisions of this recent legislation on child welfare.

It would be a mistake to suppose that the extension in recent years of relief to poor families in their own homes through the Child Welfare Boards and other public agencies rendered unnecessary the work of private charitable societies even in the field of material relief. To mention the relief society with whose work I am perhaps the most familiar, the Society of St. Vincent de Paul, I find that in the State of New York alone for the past year the Society expended \$293,567 chiefly in the form of ma-

terial relief in their own homes to families whose income was entirely or partially cut off by sickness, lack of employment or some other misfortune. Some of these families ultimately became beneficiaries of public organizations, the Child Welfare Board for example, but such families needed assistance while their cases were being investigated by the public relief agency. Again in many instances, the allowance made by the public agency was inadequate for the support of the family and had to be supplemented through private funds.

It must be remembered that in the city of New York, there is no public relief to families except to those families which come within the provisions of the Child Welfare Law, that is, certain groups of destitute widows with children. The present law needs rounding out in some particulars. The theory of the law is that its provisions are for the benefit of children who are deprived of their fathers, but this does not apply to the children of fathers who failed to become citizens, although the children may have been born in this State, nor to the families of men undergoing a sentence of less than five years in a State prison.

The provisions of the law also include the families of men who have been committed to insane asylums but it does not include the families of men committed to tuberculosis or cancer hospitals, even if there is no hope of their recovery. In these and other similar cases, which you all know better than I do, the private relief associations must step in and give assistance to the families in distress. It is an accepted principle, an axiom so to speak, that the family is to be kept together wherever possible. Even if the father is taken away permanently by death, or by a lesser misfortune for an extended period, the mother, if morally and physically able to protect the family and train the children, should be given the material assistance necessary for that end.

As a proof of the field for private charitable organizations, we might refer to the list of the "Neediest Cases" in which appeals are made in the columns of our leading newspapers at the Christmas season and which are vouched for by the most reputable charitable organizations. These appeals, although made once a year, are merely samples of the conditions in which some families can be found at all seasons of the year in any of our large cities.

HEALTH

Quite in line with the increased interest in child welfare, the departments of health in cities and State have urged greater caution in preventing disease as well as greater skill in curing it. The report of the Conference Committee on Health and the papers and discussions dealing with this subject at the present Conference will show some of the progress which has been made in this direction. Of special importance for example to those interested in our summer camps for boys and girls, and our country convalescent homes, is the regulation of the Health Department which was sent to the various social agencies in the city of New York last spring. As may be remembered this regulation covering summer camps outside the limits of the city of New York, was enacted June 9th, 1922. It is known as Section 217-A of the Sanitary Code, and directs all agencies sending children out of town to camps on vacations for periods of more than one day to register with the Health Department of the city of New York through an authorized executive of such agency. Full particulars regarding this supervision may be obtained from the Health Department of the city of New York.

During the past few years there has grown up in the City under various organizations and societies, a large number of activities which are under no supervision or control by any city department. These organizations should have their work, in our opinion, standardized at least to a limited degree. Perhaps registration by them with the Health Department would be sufficient. They include health centers, dental clinics, preventive medical clinics, maternity centers, nursing settlements, and others of like type. It seems most logical to put them under the control of the Department of Health which would look into their financial ability to carry out the work proposed, prevent duplication of effort and make certain that the premises occupied by the activity are suitable for the purpose intended, and that they are kept in good sanitary condition.

Another advance would be to have the various institutions and organizations such as the United Catholic Charities, United Jewish Charities, the various Day Nursery Associations, United Hospital Association and others, have the Department of Health on

their mailing list and send reports to the Department in order that they might be in closer touch.

On the part of the State at large the Conference is fortunate in having on its program Doctor Biggs, the State Commissioner of Health, who will tell us the progress that has been made in rural districts and the need there is for doctors in the small communities of the State. The papers and discussions by Doctor Hull, Doctor Booth and Mr. Kingsbury will form a most valuable contribution to the Conference.

MENTAL HYGIENE

While the State Department of Education is considering the question of mental measurements, and every one of our institutions and social agencies is reckoning with the difficulties presented by the subnormal child, we are glad to know that the State Hospital Commission is perhaps more active than ever in the task of caring for the insane. No report coming under our notice has shown keener appreciation of the work being done, or more hopeful signs of improvement and progress in the methods adopted than is found in the report of the State Hospital Commission of New York.

A few years ago when visiting one of our State hospitals for the insane I was assured by the physician in charge that the greatest difficulty was found in obtaining a sufficient number of employees, nurses and other help. Now we learn that conditions have improved, and that there is a noticeable increase both in number and quality of the employees. While all the hospitals have more or less trouble in securing pupil nurses, it is gratifying to know that the number of these nurses in the State hospitals has increased from 91 two years ago to 240 one year ago and to 299 for the fiscal year ending June 30th, 1922. The number of graduate nurses in the service for this period has also increased. With no little regret the Commission states that the increase in the number of physicians is slow, so that even now, there are about 200 patients for each physician. Every effort is being made to induce qualified men to enter and remain in this important service. On the other hand it is fortunate indeed that there seems to be a decided reduction in the number of patients received,—1,442

in 1921, and 1,155 in 1922. The Commission has made a careful study of the causes of increase and decrease in the number of new patients, and not the least among contributing forces are the economic industrial and financial conditions seriously affecting the people.

At present the progress of our work for the insane is indicated by the fact that accommodations for 1,600 patients have been or will be made available within the near future in hospitals as follows: Marcy Division of Utica State Hospital 800, Middletown 200, Hudson River, at Poughkeepsie, 200, Kings Park 200, and Central Islip 200. The last Legislature provided about two million dollars for new construction at the different hospitals.

In the management of the hospitals every care has been taken to provide proper laboratory facilities and to afford physicians the very best and latest methods of psychiatric research. The attention of the State Hospital Commission has been fixed on the importance of occupational therapy and the development of out-patient clinics. Two years ago the number of the clinic visitors was 9,969. The number in the past year has been 14,369.

A feature of the State hospital work with which the public is not familiar, and which is a direct result of the war, is the treatment of ex-service patients suffering from mental diseases. There are about one thousand of these ex-service men being cared for at present in the State hospitals for the insane. In some of the hospitals of the metropolitan district, State and nation are working together for medical care, reëducation and rehabilitation. Comments upon the results of this coöperation have been most flattering.

Of no less importance has been the forward movement of those striving to cope with the feeble-minded children. The State Commission for Mental Defectives has continued to develop its work. Clinics for examination of defective children are permanently located in at least fifteen cities and towns of the State and special clinics from time to time are held at Patchogue, Jamestown, Olean, Adams, Ilion and Salamanca.

As is well known the purpose of the clinic is to examine the defective children and to recommend the most helpful treatment.

With the approval of the Commission there have been formed what is known as working colonies for defective boys and girls at the Rome State School, and at other institutions such colonies are contemplated. Over 300 feeble-minded delinquent men have been admitted to the State Institution at Napanoch, and quite a number of mentally defective delinquent women to Bedford, at which institution a department for defective delinquent women has been created.

In direct coöperation with this plan of the State Commission for Mental Defectives, we may refer with pardonable pride to the mental clinic established at St. Vincent's Hospital in New York City. Arrangements have been made with this clinic for the mental and physical examination of all children placed out from the Catholic Protectory and through the Catholic Home Bureau and the Catholic Guardian Society. More than 1,400 boys and 400 girls have been examined.

It is evident that the experience thus gained may help to bring about a grading of school children by mental examination as well as by usual school tests.

CORRECTIONS

There remains for notice in this address a word at least about the subject of corrections, since the Conference is still termed a "Conference of Charities and Correction." This topic finds its place under the title, "Delinquency," in the Session at 8 o'clock this evening. It is unnecessary for me to dwell upon it at great length. The President of the State Commission of Prisons and the representative of the State Probation Commission are attending the Conference, and they will tell you of the progress made in the work of dealing with prisoners, and the necessity and advantages of a sensible system of probation.

Reference has been made to Napanoch and Bedford. Keeping the low grade feeble-minded delinquents out of prison makes it possible to maintain a better discipline. At last a comprehensive plan has been worked out to teach the prisoner a useful trade which will fit him to earn his living in free life. While he will be paid a wage in keeping with the industry he displays, which will be used for his family on the outside, or to give him a needed start

when released, the prison also may be made almost self-supporting, rather than a costly burden on the tax-payers, as at present. The personal interest shown by His Excellency, Governor Miller, in this business management of our penal institutions is one of the many good deeds which have challenged the admiration of citizens in every part of the State. Looking at this matter from a moral point of view, could we ask for anything more satisfactory than Governor Miller's own statement on the subject after his personal visit of inspection to the prisons: "We not only want to make good desks, chairs, clothing, shoes, and other articles, but we must all join in the common State problem of making men, so that they may go into communities, productive, self-supporting and useful, thoroughly equipped to fit into employment opportunities."

Closely allied with the progress made in prison work is the constant effort on the part of the State Probation Commission to render more effective the supervision of the probation system as used in local courts of fifty-four cities of the State.

The last report of the Commission enumerates 249 publicly salaried probation officers and 146 volunteers. Twenty-seven thousand cases were investigated before sentence, and 139,024 visits were made by the probation officers in the State of New York. From probationers through the Probation Department the sum \$1,669,604.90 was collected for family support, and \$104,992.29 for restitution, the total amounting to the greater part of two million dollars. The Commission still lacks the number of officers necessary to handle the cases needing probation. With the establishment of the new children's courts there is need for legislation making it obligatory for each county to have the services of one or more full time publicly salaried probation officers. No doubt the Probation Conference this year may take steps to bring about such legislation. The Chairman of the session on Delinquency is the Chief Probation Officer in the City Magistrates' Court of New York City. In the papers and discussions at this Conference we will have repeated opportunities to hear about probation. Still further proofs will be given that the high esteem which our probation officers enjoy is the well merited result of their conscientious labor. We are assured it

would require two or three times the present number of probation officers to do the work in hand. It must be remembered that in many places probation officers are following up from 100 to 175 probationers, though the Commission has pointed out that one probation officer can not supervise adequately more than fifty probationers at one time.

In concluding these remarks upon the progress of our charities and correction let me thank you for your kind attention.

The State Conferences for nearly a quarter of a century have been instrumental in shaping public opinion, and have paved the way for legislation affecting every department of charitable and correctional work. We have every hope that this Twenty-third Conference and others to come may also accomplish results worth while.

In behalf of the child and the adult, whether in the family or in the institution, or in any of the circumstances of life, the New York State Conference of Charities and Correction will continue to advocate that love of God and of our fellow-being which may be called philanthropy, or social service, or by some other name, but which very many still think is best expressed by the more comprehensive and often misunderstood word, "*CHARITY*!" [Applause]

THE PRESIDENT: There remains only one announcement to be made and that is in reference to the good spirit which we hope may prevail among all those attending the Conference this year. I remember very distinctly a year ago when Doctor Lewis was presiding at Utica over the Conference, we were treated to rather stormy weather. The Doctor urged all present not to mind the weather but perhaps to think it was providential in order to keep us indoors that we might have the pleasure socially of meeting one another and knowing one another. I do hope that same spirit will prevail at the Conference this year. We are here from all parts of the State; it is the one opportunity when those engaged in charitable, correctional and social work of every kind have the privilege to learn and to know what is being done in other parts of the State. We should not only know the work, but as far as possible we should know personally the workers. Consequently I ask you to make good use of the informal introduction

which we give to one another by having your name on your badge of membership and making good use of it by telling the members of the Conference who you are and where you come from and the good work you are doing. I have already had the pleasure of meeting personally a number who have come from distant parts of the State, one delegate in particular, who has traveled from East Hampton, at the extreme east end of Long Island. I am sure others have come a long distance too, and it will be a pleasure, not only for the people of Albany here, but for the delegates to the Conference generally to meet them all and to know what is being done for charity elsewhere.

I wish to thank you all for the splendid attendance at this opening session of the Conference, which I hope will be equally gratifying at every other session. May the interest and pleasure you will derive from your presence here make it well worth while for you to have come.

SECOND SESSION.

TUESDAY EVENING, NOVEMBER 14th.

Topic: Delinquency.

THE PRESIDENT: The meeting will please come to order.

Ladies and Gentlemen: Before beginning the proceedings as outlined on the program for this evening, we have a duty of respect and of affection to pay to the memory of a number of the past presidents of the State Conference of Charities and Correction. In no year since this Conference was first organized have its members been called upon to lament the death of so many well known, loyal friends of charity and correction in this State as during the past year. No less than four of these past presidents have been called to their eternal reward. It is fitting therefore, that we pause, this evening to pay momentary tribute of respect to their memory, in the reading of some simple resolutions before the actual work of the session begins.

The most venerable of these past presidents is Dr. Stephen Smith who presided over the Thirteenth State Conference of Charities and Correction in the year 1912. The others are Mr. Daniel B. Murphy of Rochester, who presided over the Eighth Conference, in 1907, the Reverend Augustine M. O'Neill of Rochester, President of the Twentieth Conference, in 1919, and Dr. O. F. Lewis, who only last year, as nearly all of us remember, was president of the Twenty-second Conference.

MEMORIALS

THE PRESIDENT: I will ask Dr. Robert W. Hill please to say a few words for us in reference to Dr. Stephen Smith.

STEPHEN SMITH, M.D., LL.D., D.Sc.

DR. ROBERT W. HILL: It is an old friend, a long time associate, whose memory I wish to honor tonight, and I can assure you that in voicing the sentiments which are embodied in

the Memorial I am trying to express not only the feeling of my own heart to a dear, dear friend, but also the general sentiment of the membership of the Conference as I have known it to express itself in past years.

As the poet has said—

“Man must attain
By shadowing forth the Unattainable,
And, step by step, he must ascend that mighty stair
Whose landing place is wrapped about
With clouds of Heaven's own Glory.”

August 26, 1922, Dr. Stephen Smith, the thirteenth President of this State Conference of Charities and Correction, heard the voice of the angel calling him hence, and “fell on sleep.” Had he been spared five months, he would have completed a wonderful century, one which covered an amazing period during which the human mind, actively employed for the advancement of civilization, won many triumphs essential to the welfare of mankind. Our associate and beloved friend, Dr. Smith, had in his day witnessed the full development of the “Age of Steam”; he saw the beginnings of our electrical wonders; with others, he heard the magic voices speaking from vast distances through the air; and looking up from the earth to sky watched adventurous man speeding at will, like the birds, through the air. In his time the sea, the earth, and the air were brought under more complete subjection and with this aid the human hosts with eyes fixed upon the beckoning hand of Progress moved into a new era of opportunity which will further endow human life for the even grander centuries which are to come.

In all scientific advancement Dr. Smith manifested the keenest interest. In some of the achievements of his time he was a participant, and in the field of preventive work for the safeguard and preservation of health and the promotion of higher standards of life, he was a leader. What he accomplished is a matter of history, and his worth has been fitly recognized at home and abroad. We can add nothing to the eulogies which have been pronounced upon him elsewhere, but as members of the State Conference of Charities and Correction, of which he was one of the original organizers and members, we can express in this Minute our recognition of his greatness and invaluable service to humanity. He was our President one year, but always since its organization his heart was in the work and objects of the Conference, which tend toward the welfare of society and especially the benefit of the unfortunate who from various causes must rely upon the aid of others.

Devoted to the relief of suffering and of those who through disease of mind or body are unfitted for the strenuous demands of modern life, Dr. Smith sought, through the recognition by the public of its responsibility, to secure the protection and comfort of men, women and children, who otherwise would have been helpless. He strove against epidemics and their causes, and to complete the defence against the dreaded plagues, secured the enactment of laws which give control to cities and communities so that

they may be protected from periodic outbreaks of contagious diseases. He was the great leader in the health movement of the last century which sought through cleanliness to prevent the spread of disease not only in our great cities but as well in the remotest districts of the State. He sought to ease the pain of the sufferer by making possible the ministrations of the trained nurse; into public institutions he introduced the light of knowledge in the care of the insane and instigated the great reforms which were made in methods which had been harsh and brutal.

But the story of his participation in the great movements which marked his time can not be given here. Many of you knew and loved him, and all others have heard of him from time to time. It only remains for this State Conference of Charities and Correction to place upon record its appreciation of the distinguished services to the State of New York and to humanity which were rendered by Dr. Stephen Smith during his long life; while as a body we express our regret that he could not remain with us longer, we rejoice in the certain knowledge that the benefit of his work will bring comfort and happiness not only to those of our own day but also to multitudes yet unborn.

THE PRESIDENT: We are deeply grateful indeed to Dr. Hill for the beautiful tribute paid to the memory of the late Dr. Smith, and we are going to ask Mr. Wade kindly to read the Minute with reference to Father O'Neill, the President of the Twentieth Conference.

REV. AUGUSTINE M. O'NEILL

The members of the New York State Conference of Charities and Correction have learned with profound regret of the death of their colleague, Rev. Augustine M. O'Neill, pastor of the Church of the Immaculate Conception of Rochester, N. Y.

By the death of Father O'Neill, the State Conference and the charities of our State have lost a great friend and leader who for many years has successfully and effectively labored for the cause of God and humanity.

His zeal, intelligent service and great charity for the poor and unfortunate, not only of his own faith, but of all other beliefs, made him an outstanding figure throughout our State and earned for him the esteem and respect of the leaders and workers in the field of charity, irrespective of nationality or creed.

He always took an active interest in the annual Conference of Charities and Correction of the State and was honored by election to the presidency of the Twentieth Conference, held in Syracuse in 1919.

In his own city, Rochester, he was revered and looked up to by persons of all faiths as an able, fearless and just leader in all movements of a civic and charitable character and the public testimony of the great respect in which he was held by his fellow citizens, at the time of his death, was a fitting tribute to his memory.

His associates in the State Conference desire to join with his many other friends in recording their sentiments of appreciation for his invaluable serv-

ice in the cause of charity, of gratitude for the great favor they have enjoyed by their years of intimate association and friendship with him, and of sincere regret at the great loss which they and the Conference have suffered by his death.

THE PRESIDENT: The tribute to be paid to the memory of Daniel B. Murphy of Rochester, the President of the Eighth Conference is prepared by Dr. Charles H. Johnson.

DANIEL B. MURPHY

The Twenty-third New York State Conference of Charities and Correction records with sorrow the passing of a distinguished figure in its councils.

Daniel B. Murphy, who shall walk with us no more, served as President of this Conference during the year 1907 and was for many years a familiar figure to those who attended the annual sessions of the Conference. Tall and commanding physically, he was likewise in his personality outstanding and attractive. A successful man of business affairs and one of the foremost citizens of Rochester, he nevertheless found time to devote to religious and philanthropic enterprises. The charities of Rochester knew him not only because of his financial relation to them, but also because of his personal interest in their progress and development. His life was long in years, having attained the age of seventy-four, and the citizens of his city and of his State unite in saying that it was a useful life and left an impress and influence in social welfare and civic affairs that will long be remembered.

In his early years he was a teacher, having served as principal of St. Mary's School in Dunkirk in 1871, and in 1873 he came to Rochester as principal of the Cathedral schools. For three years he served in this capacity and he then entered in a minor position the business house of which he later became the senior partner. He was never identified with politics and steadfastly refused tempting offers of political preferment. He served as a member of the Board of Managers of Craig Colony, the State institution for epileptics, at Sonyea, from 1898 to the time of his death. His service in this capacity was not perfunctory but he took an active part in the management of that institution. He served as President of this Conference and also made many addresses on public and civic questions and municipal reform.

This is not the place to record the various civic positions of financial responsibility which he served. He is missed in this Conference because of his relation to the charities of the State and your Committee desires to place on record the regret of the Conference that his useful life has ended and requests that the Secretary transmit to the members of his family its expression of sympathy at the loss they have sustained.

THE PRESIDENT: We will ask Reverend Father Keegan to give us the memorial for the late President of the Twenty-second Conference of Charities and Correction, Dr. Orlando F. Lewis.

ORLANDO FAULKNER LEWIS, PH.D.

In the death of Orlando Faulkner Lewis on February 24, 1922, the New York State Conference of Charities and Correction has lost a noble, an unselfish and a tireless worker.

Dr. Lewis was born in Portland, Maine, on September 5, 1873, and at the time of his death, was the General Secretary of the Prison Association of New York. He was graduated from Tufts College, Massachusetts, and received his Doctorate of Philosophy from the University of Pennsylvania. For five years he was Professor of Modern Languages in the University of Maine. From 1905 until 1910, he was the Director of the Joint Application Bureau in New York City, and left this organization to take up the work of the Prison Association.

The problems of vagrancy, of the homeless man, of prison reform, of organized social work were ever engaging his thoughts. His voice was eagerly listened to in city, state and national conferences of social work. As a fitting climax to his career, he was in 1920 elected General Secretary of the American Prison Association, and in 1921, President of this Conference at Utica.

Doctor Lewis was generous, kindly and warmhearted in his dealings with all. He was coöperative and ever ready to alleviate distress and serve mankind.

RESOLVED, that it is the sense of this Conference that the State of New York has suffered a great loss in the death of Doctor Lewis whose energy and influence were so freely given to the cause of organized charitable work, and whose kindness of heart endeared him to all who came within his influence. His name and his work deservedly occupy a high place in the history of the philanthropic endeavors of this day.

RESOLVED, that a copy of the foregoing be entered on the minutes of this Conference and another copy sent to his family.

THE PRESIDENT: I am certain that I express the sentiments of all present when I say we are deeply grateful to those who have prepared and presented these resolutions and memorials in honor of our past presidents. They will take their place in the records of this Twenty-third Conference as tributes of respect to those who have gone, and as an inspiration to those who come after us.

We begin now the ordinary business of this session which is devoted to the subject of "Delinquency." We regret very much indeed that the Chairman of the session, Mr. Cooley, is unable to be present on account of serious illness, but we are indeed most fortunate in having on the platform tonight one of the past presidents of the State Conference of Charities and Correction, one who needs no introduction to people interested in charitable, welfare, or social work, in any part of the State, Honorable Frank

E. Wade, member of the State Commission of Prisons and of the State Probation Commission, President of the Sixteenth Conference which met in this city of Albany just seven years ago.

It is a very great pleasure then to turn over the conduct of this meeting on "Delinquency" to the direction of Honorable Frank E. Wade.

CHAIRMAN FRANK E. WADE: I regret, and I know that you all regret that Mr. Cooley is prevented from presenting the report of the Committee on Delinquency by reason of illness. Mr. Cooley is one of the ablest and most useful probation officers in the country and anything that he would say would be well worth hearing.

Not having been in touch with the Committee on Delinquency, I am not prepared to make a report for the Committee. I will, however, call attention to a few outstanding developments during the past year in the field of delinquency.

The formation of county children's courts along the lines of chancery jurisdiction, following the recent amendment to the Constitution, is a great fundamental reform in children's work. The establishment of institutions for mentally defective delinquents, one for males at Napanoch, and one for females at the Bedford Reformatory is also a basic progressive reform.

The legislation and the reorganization that are now going on in the industries in our State prisons for the purpose of paying wages to prisoners are forward steps taken during the past year. The sane, safe, and scientific development of the probation system, which our President Monsignor O'Hara referred to in his splendid address this afternoon, is evidence that probation is becoming more and more recognized as a constructive force in overcoming delinquency.

It is a great privilege to have with us tonight one of the great leaders and one of the most profound scholars on the subject of delinquency. No publication has had a greater effect in stimulating the study of delinquency and mental deficiency and in furnishing material from which sound and safe deductions are made than that standard work, "The Individual Delinquent," written by Dr. William Healy, at that time director of the Psychopathic

Institute connected with the Children's Court in the city of Chicago. Dr. Healy has also written many other notable works. He is not only a pioneer, but he is also a great expositor of the subject of delinquency. He is at present Director of the Judge Baker Foundation in Boston, Massachusetts, and will address us on "The Practical Value of the Scientific Study of Juvenile Delinquency."

THE PRACTICAL VALUE OF THE SCIENTIFIC STUDY OF JUVENILE DELINQUENCY.

DR. WILLIAM HEALY,

Director, Judge Baker Foundation, Boston, Mass.

Mr. Chairman, Ladies and Gentlemen: Why shouldn't there be practical value in the scientific study of delinquents? There is practical value, great practical value in the scientific study of the material handled in nearly every other human situation: the engineer studies his steel; the electrician studies his electric current; the chemist studies his elements and compounds; the expert breeder studies the qualities of germ plasm in sire and dam, and the surgeon studies living tissues. They study the materials they deal with, not only in respect to the intrinsic quality of those materials, but also with special regard to their behavior tendencies; how they react or conduct themselves under this or that circumstance or condition. And they do actually speak of predicting the behavior of this or that type of steel, or gas, or metal, or tissue, under certain special stresses, or under conditions of inactivity; under the conditions in other words, that environment imposes upon those materials.

We are interested in delinquents because we have to deal with them as they come to us in institutions or are handed over to us from courts, as we see them in schools, or even in our own families. These young people who are misdoers are our material and while we are now speaking of young people, nearly all that we say is in some measure applicable to the situation with adults, except that adults are not so pliable and knowledge about them is not so easily obtained. Why shouldn't we expect to gain much

valuable knowledge about them and how to handle them better by a scientific study of them?

How much are we studying our material? I doubt not that there have been and are numbers of geological specialists in the government service, for instance, who have given vastly more study to types and groups of certain kinds of mineral crystals than has ever been given under the auspices of our government to any of the various kinds of types of human beings that form the great army of delinquents, an army made up of more than one half of one per cent. of our population and costing us vast sums. I venture to say that many a judge has spent a great deal more time studying the nature of the trouble that his automobile had when it wouldn't go than he has ever spent on the study of the human beings that have come in front of him. I have sat with judges in different places in this country; some of them are frank and some of them are not. Some of them are willing to say, "We make guesses and that is all." How can you really know what is the right or the best thing to do in a given situation involving primarily the handling of certain material without studying the qualities and the various potentialities of that material? Of course you can do something, just as the agriculturist could persuade nature to yield something of a crop if he cultivated and sowed and weeded and reaped. But a vastly different harvest is to be obtained by following what scientific study of seed and soil has taught. To use another analogy, some sort of constructive work can be done, as it was done by builders in the stone age or before mathematics were applied to building processes, to stresses and proportions, but you don't get the modern success of sanitation and comfort and the many items that belong to human welfare, unless scientific study has been applied to the situations and the materials involved.

In our age, with progress all around us, we must call attention to our own field, which is one of human relationships, with all its need of progress and betterment. Can we rest content with what we have done or are doing, in the light of the fact that our scientists are not satisfied with what has gone before in their fields, and that business men and manufacturers are always looking forward to greater achievements? Now, as a matter of fact, here

and there have been started in the last few years some attempts at understanding delinquents and delinquency, but it is, I assure you, for the most part a mild effort, and circumscribed to a few institutions and to a very few localities.

The most notable effort to do something to widen the horizons are the efforts that are being made just now under the auspices of the Commonwealth Fund in a number of cities. But generally speaking, no real science of therapeutics or science of behavior, has been applied in the field of delinquency, and yet this is just exactly what we need, a developed science in our field, a science that tells what to do, as well as one that describes the kinds and types of materials that we have to deal with.

The situation, you must acknowledge, is chaotic in regard to identification and statistics. How much we would like to know of some facts that would explain this or that general situation! I do not mean the bare statistics found in the form of the blue books of the older countries, because we are already taking a different point of view. We are looking toward the explanations of causes, and with our practical common sense we want to know more about what to do about a situation, and bare figures give us very little indication of that.

We are chaotic about coöperation in this country. As I have frequently said, there is really more coöperation between the police of London and the police of Paris, two cities in different countries, than between many of the upper and lower courts in most of our cities. We are chaotic in regard to follow-up work. How many probation officers connected with the juvenile courts in this country, ever follow a case through and attempt to learn by experience what happened to that boy or that girl after a few years of treatment under juvenile court auspices, or after going to an institution? Very little indeed has been done in that direction. We are chaotic even in regard to the selection of our judges. This is a point emphasized over and over again by International Prison Congresses which have insisted upon the necessity for specially qualified judges in juvenile courts, and in adult courts. In the probation field the chaos arises when men go into this work giving almost no attention to the fundamental necessity of understanding the work they are undertaking.

So the fact of the matter is, taking the country over, that they develop very little in the way of therapeutic science. If we are not in this work for the sake of doing something about it, of helping individuals, of attempting to apply therapy or to cure delinquency in some way, what are we in it for? We may fairly begin by asking judges if they are well informed on the subject they propose to deal with. I see no more reason why we should not ask, when a judge comes into office, that he be specially qualified, than that the employee of any concern should be asked to know the work he is undertaking. It can be demanded of judges that they be masters of the literature on the subject of delinquency, even though that be almost entirely a literature on diagnosis. We may turn to probation officers and say to them, "What qualifications have you through study for holding your position?" But what literature can we offer? We find a vast dearth of anything that deals with the science of delinquency from the standpoint of doing something about it.

Some of us are making strenuous efforts at the present time to develop a knowledge of types of cases and types of individuals. We are trying to follow out the careers of individuals who have been studied some time ago and see, when society placed its hands on them, what it accomplished. It is just this that we ourselves are doing in a series of case studies we are getting out through a grant of the Commonwealth Fund,—of successes or failures. Here is the material; here is the human individual; here is the situation; here is the result.

You may well ask, what is a good study to consist of? Well, in the first place, it cannot follow the lines of the European criminologists or the Italian school of criminology, with all emphasis upon the stigmata of degeneration, and the observable physical features of the outer man. It cannot follow the sociological schools, either, and speak of the causes of crime simply in terms of exterior conditions, of poverty, of life in certain localities under certain climatic conditions with certain economic stresses, and so on. It cannot be a study that is merely the result of psychological testing. That is one of the things that are in the air at the present time. Does one really know, may I ask you, a very great deal about the person with delinquent tendencies, because

we append a number to his name and say he has an intelligent quotient of 83, or 97, or 110? There seems to be an effort at the present time to simplify the knowledge of the character of man and the causation of delinquency. In the light of our own work, it seems almost absurd. Many a dull individual has extremely good character traits. Plenty of the feeble-minded are able to keep out of institutions for delinquents. Many bright people are people with poor character traits, who have lived under conditions that have developed habits which led to delinquent trends over long years. And so we find that it is impossible to explain delinquency in terms of a numerical intelligent quotient.

I am not at all sure either that this study can be entirely handled in terms of the more recent so-called psychiatric approach; that is, the approach from the standpoint of mental upsets, lack of mental balance, unless this newer effort is going to turn out to be a study of the whole mental life. If that is what is meant by our modern psychiatric approach, or by what we talk about under the head of mental hygiene, then well and good. And I think that will probably cover the point because it would include all the previous issues we have spoken about.

You see, I don't care what kind of man you talk about and take up,—a dull individual, a bright individual,—you have got to make the approach directly to his mental life if you want to know what there is most directly back of his conduct. You have got to know about his ideation, or perhaps about his mental imagery and impulses, if possible, in order to understand his tendencies towards misconduct. That is the direct approach that we are forced into making if we are going to take at all a short-cut towards understanding human individuals who are offenders, because, as I say, the mental life is the direct precursor of what the individual does, of his conduct in general, good conduct as well as bad conduct.

"Well," you interpose, "just exactly what do you mean?" In answer I should like to tell about the boy whom we saw ten or twelve years ago, because he illustrates this point so extremely well, even through our failure. One learns frequently a great deal more through failures, if one can trace them, than one does through successes. The boy comes, about thirteen years of

age, with the pastor of his church and with his father, the father happening to be the janitor of the church, and we hear the story that he is a thief. What does he do with the money? He generally takes it to run away. He has taken money from the church; he has taken money from his home repeatedly, and he has run away from home many times. Well, what could cause a boy coming from a very decent home to have such an attitude towards life, to have such anti-social tendencies? With every normal effort being made for him, living in very decent quarters, under no stress of poverty, with good spiritual guidance, with ample chances for fun, why should he act thus? Well, one must approach a subject of this sort as Newton approached the question of the apple falling from the tree. There is a cause for it; some reason for it. How to know it, that's the question. Perhaps it was due to our faulty technique of twelve years ago or so, or to our lack of understanding then, but anyhow we miserably failed to get at the cause, and the boy kept on running away and he was sent to a correctional institution, and he ran away more when he came home, and finally disappeared altogether. A number of years afterward some one appeared in my office and said, "I am so and so." Here was Bill back, just back from South America. "I am going to try to stay home once more. I think I can stay at home now." That sounded rather suspicious. So we said, "Bill, we worked hard for you several years ago and endeavored to save you from going to the correctional institution. Give us half a day and let us see what the trouble was through all those years. Let us try to understand it for the sake of helping others." Here is the story; it took hours to get it straight, but we got much corroborated afterwards through seeing other members of the family. This boy was born in the old country. When he was a youngster the father, who even then was a pretty good sort of man, occasionally used to imbibe too freely. One night when this boy was less than five years old—his age is an interesting point because it shows how far back influences in the mental life may go—he was lying in his crib asleep and his father came home in the night in a maudlin condition and took the boy up and asked him to kiss him good-night as usual. The boy in

disgust at his father's beery breath turned his head against the wall. The father in sudden anger took him up and unmercifully trounced him. That left an indelible impression upon the boy because of its unfairness; it left him chronically disgusted with his father. Our psychological friends who deal with the subconscious life will say, it left a deep emotional impress upon the individual. Anyhow from that time on he found the utmost difficulty in enduring life with his father. That was the background of his attitude towards the family situation. Well, perhaps you will say, he should have gotten over it. Perhaps he should, but he didn't, and many individuals don't get over things seemingly as simple. Here is a career of delinquency based upon a mental and emotional impress. Any of you who have read the cases which I have published in my books will know of other illustrations.

Now, my friends, how are we ever going to get anywhere until we proceed to study individuals? In one of the case histories we are just getting out, I say, apropos of the career of a boy who, in the last nine years has spent more than five years in institutions, I say that this fellow during those nine years probably hasn't had one dozen hours at the hands of any expert who could have possibly talked it over and found out the background of his mental life and found out the sort of thing that made him delinquent. I doubt whether in five years he has received twelve hours of the sort of study we know that is fundamental for the purpose of understanding delinquency.

You will perhaps then say to me on this point, "But when we do know, we can do so little. We often cannot change environment, or thoughts, or desires, either on probation or after residence in an institution." Well, the answer I can make to you is that the way to get such remedial efforts started is to show the need that there is for betterment of conditions.

I have just come away from studying a group of cases for the purpose of finding out scientifically the basis of one fellow's career. We looked up eleven other fellows who belonged to a very loosely-knit crowd, of which this boy was a member. It was not an organized gang of the kind Jacob Riis described so well, but just a crowd of boys that used to meet on street cor-

ners and tell about their exploits and their joys in running away to New York and committing burglary and stealing in small gangs in department stores and the like, telling their tales with so much gusto that others would wish to do likewise. We know of one member of that crowd that has been in court fifteen times, and several of the others have been in four and five times, and the number of years they have spent in institutions and the expense they have been to the community are simply appalling. This group situation is fairly common. The point I want to bring out is, that if the situation early had been made a matter of scientific study the fundamental evil would have been discovered, namely, the association which was at the root of the trouble. But nobody ever did look into the matter and attempt to break it up. When paroled from the institution the boys returned to the same old street corner. That is the sort of thing going on everywhere, lack of meeting the true exigencies of the case, lack of real understanding.

So I say that the first step towards accomplishing better results is to show the great need of doing things better through better studies.

Now there is one conclusion that you will always come to concerning the study of delinquents; it is that it doesn't make any difference how much you have read or whatever may be developed in the way of text books on delinquency, nothing will ever take the place of actual study of the individual, of this given individual, this given delinquent. Of course that is perfectly true in other situations. It wouldn't make any difference how learned the physician was if he hadn't the training to thoroughly study the patient who comes before him, would it? A good diagnosis depends on study of the individual.

Now can one show better results by the application of scientific studies? Why of course one can! Nothing is easier. You can show it by successes, which one could of course very easily prove to be unattainable except through knowledge of the situation, or one could show it still better by such failures as the lack of handling the group situation illustrates—the dealing with a dozen boys without reference to the causation of the trouble.

Now, in the light of all this don't you agree with me that if

we are to grow in service for the individual and in the larger service for mankind in our own field, it is perfectly evident that the thing to do is to forward in every way the study of the delinquent and the development of a science in this field that shall be really and truly a therapeutic science; a service and science that are measurably comparable to science and service in other fields that contribute to the welfare of mankind. Every year it seems clearer to me as I go on working, that the only way in which we can possibly progress is by getting at a deeper understanding of the real issues that underlie delinquency.

CHAIRMAN WADE: When the State Probation Commission was organized in 1907, its first Secretary was Arthur W. Towne, who for many years helped develop the probation system as it exists now in New York State. After he left the Probation Commission, he went to the Children's Society in Brooklyn, and is now the Executive Director of the Committee on Methods of Preventing Delinquency, of the Commonwealth Fund, of New York City. Mr. Towne will open the discussion of Professor Healy's address.

MR. ARTHUR W. TOWNE: While Dr. Hill was reading that beautiful tribute to Dr. Stephen Smith, and we were led to reflect upon the wonderful progress of the past century, the thought must have occurred to a number of us that it would be strange indeed if in view of all the discoveries and strides in the physical sciences and in medicine there should not also have been substantial progress in our understanding of the forces and factors that underlie human behavior. And as a matter of fact we have acquired a better knowledge of the workings of the human mind and of the elements entering into social conduct. This increased insight into the problems of individual behavior should be utilized by probation officers and others who handle behavior cases. This holds true in spite of the fact that some of the findings by scientists may not yet be thoroughly proven but may still lie in the realm of conjecture and hypothesis.

We find an analogy in everyday experience. We know that physicians now and then differ as to diagnosis of disease and as

to treatment, but as a practical matter if we are ill we take the medicine they prescribe although we may be aware of the fact that at some future time when they may know more about the disease and its remedies they may give a different medicine. So in dealing with delinquents, the probation officer and every one else who attempts rational treatment should use the latest and best guidance that science has to offer.

I think that perhaps Dr. Healy was somewhat over-pessimistic when he referred to the chaotic condition in which we find the instrumentalities of society intended for the control and treatment of delinquency. He referred to the backwardness of the courts, of institutions, of the police departments, and all that, in rather discouraging terms. Granted that we may say "Amen" to such charges, do we not at the same time feel that we are at the eve of a better day? The very services that Dr. Healy himself has been rendering in Chicago and more recently in Boston are throwing a new light upon the whole problem of family conduct and law-breaking, and people in official positions and in all the kindred walks are taking notice of this new light.

One point emphasized by the speaker was the manifold nature of the causes of misconduct. It used to be said that offenders are what they are because of heredity, but now we know that a bald statement of this kind does not tell the whole story. The old notion of criminal types has been exploded. Likewise we know that it isn't poverty alone; that it isn't drink alone; that it isn't sex alone; that it isn't the broken family alone; that it isn't any one factor alone that accounts for the bulk of delinquency. The causative agencies are usually multiple; wrongdoing ordinarily arises from a combination of circumstances and influences.

The sources of bad conduct in the individual can not be learned by simply testing the mentality; by trying to measure it down to a decimal point; by jumping to the conclusion that the discovery of feeble-mindedness, or a broken home, or what not, necessarily uncovers the real springs of the trouble. We have got to delve into the experiences and history of the individual with minute analysis before we can as a rule feel much assurance as to the correctness of our guesses. To be sure, the ex-

planation sometimes stands out very clearly, is right on the surface, so to speak; but one thing that psychiatry and the new behavioristic psychology have been teaching us is that very often the veiled experiences of earlier childhood—sometimes almost undiscoverable—account for important traits and tendencies in the individual's character and conduct.

The little story Dr. Healy told of the boy's experience with his drunken father is often duplicated in so far as the principle is concerned. A child undergoes some concrete experience and emotional reaction in a particular time and place; later associates them with other ideas and experiences, and thus builds the basis for future attitudes and habits that may stick to him throughout life. And yet the original experience may be entirely forgotten.

Professor J. Mark Baldwin has told of two little girls who were equally fond of dogs. One day a dog snapped or barked at one of the girls and frightened her, and from that day this girl disliked dogs. Because we can not generally remember back of our fifth birthday this girl as she grew up probably did not know why she disliked dogs, while her sister liked them. So the psychiatrists find that many children have experiences in their early years that are eventually forgotten, but that nevertheless color their likes and dislikes and the trend of their actions in future years. For example, there may be experiences where there is unreasonable scolding by the parents; where there is parental quarreling, or immorality, or deception, or where there is something else that puzzles or shocks the sensitive little mind and warps the child's personality and conduct. A scientific, thorough-going understanding of a person's behavior is not arrived at, as a rule, except after hours and perhaps days of patient, intensive study.

Unfortunately there is not yet as much literature, adapted for the lay reader, as there should be relating to these phases of delinquency; but the literature is increasing. Only yesterday I received the September issue of the *Journal of Delinquency* published in Whittier, California. It contains a good review of the bibliography on the psychology and psychiatry of personality and character formation.

Every one here ought to read Dr. Healy's paper published by

the United States Children's Bureau on the scientific study of delinquents. It can be secured free of cost. A set of the case studies which the Judge Baker Foundation is now publishing in pamphlets, issued periodically, can be secured by sending \$2.50 to the Judge Baker Foundation, 40 Court Street, Boston. Dr. Healy didn't ask me to advertise his wares, and derives no profit from their sale! [Laughter] Certain groups of persons in different places are getting these case studies, and then are sitting down together and discussing them. I know of no better way to get a real insight into the dynamics of personality and of human behavior than by getting hold of one of these cases, and then bringing it before a little group. If you can get a psychiatrist, or some one who thinks he is a psychiatrist, in your city or town to come in, and a school teacher, one or more probation officers, a judge, a psychologist if available, and one or two charity workers, with some one competent as leader of the group, I will wager that you will probably get more benefit and insight in one or two hours than you would from a much longer time spent in reading books or attending meetings.

CHAIRMAN WADE: The topics of this session are so closely related that we will have our discussion from the floor on the whole subject later in the evening.

The Prison Association of New York City has a reputation throughout the whole country as a great prison reform organization. It has had a number of brilliant secretaries, Dr. E. C. Wines, Dr. Barrows, and the late lamented Orlando F. Lewis who died in the fullness of his usefulness and whose loss we all so deeply regret. The worthy successor of these brilliant secretaries, is Mr. Edward R. Cass, who will address you tonight on "The Needs in New York State for the Treatment of Delinquents."

NEEDS IN NEW YORK STATE FOR THE TREATMENT OF DELINQUENTS.

EDWARD R. CASS,

General Secretary of the Prison Association of New York, and
Secretary of the American Prison Association.

"Crime always was, is now, and always will be," is the saying of the pessimist, who sees little use in trying to make the

world better because so many things seem to get worse all the time. The optimist says "Crime was general, crime is frequent, crime will some time be infrequent," and the optimist goes to work to do his part in the reduction of crime.

Crime arises from so many causes that to outline them all, even briefly, would fill pages. In general crime springs from want, intemperance, incomplete or abnormal mental development, wretched home conditions, orphanage, child labor, and many other well known conditions of city life. A reduction in preventable crime is always possible. More and more it is impressed upon the Prison Association of New York that the one imperative field of its activity is educational.

Sensational, distorted and highly emotional pictures of crime are published without cessation in certain newspapers, and to a considerable extent in almost all newspapers. Crime is a perpetual "news-story." The elimination from the daily press of all the crime narratives would materially change the complexion of not a few daily journals. While such publicity conditions prevail in the journals of the widest circulation, there is, on the other hand a deplorable lack of sane, dispassionate and progressive published material available to the public on the treatment and reduction of crime. It is a noteworthy fact that the public on the one hand reads with more or less gusto the constantly appearing accounts of crime and criminals, but, on the other hand, leaves to a relatively small number of officially appointed people or volunteers the bulk of the treatment of crime and criminals.

We therefore urge the high importance of greater development within this State of authoritative, frequent and interesting publicity on the treatment of crime and the care of criminals. Present methods of publicity are sporadic, often "newspapery" and hit-or-miss. How deplorably the State fails to measure up in this field in comparison with what it does in other fields! For instance, the State maintains a College of Agriculture and numerous experiment stations. Bulletins go out from such centers relative to the discoveries of those stations and have wide distribution. The State is highly concerned with crops, and pigs, and chickens, and alfalfa and the breeding of cattle. This bulletin form of imparting knowledge in a simple

and interesting manner is so well established that any suggestion that it should be discontinued would arouse a storm of protest.

In short, one duty of the State of New York is the comprehensive distribution within the State, of information as to the treatment in readily intelligible form, of the difficult problems of behavior. The Prison Association urges the bulletinizing on a fairly large scale of the results of the methods now in vogue and the new methods that should be undertaken in the future to reduce the number of criminals in this State.

The State possesses at present two institutional printing plants, one at the State Reformatory at Elmira, the other at Sing Sing prison. It would seem possible at the mere expense of paper to publish under the supervision of State officials in coöperation with other qualified persons, a series of monographs on correctional subjects, whereby the most recent and valuable articles, results of researches, achievements, and the like, both within and without the State, might be prepared for distribution primarily to those working on the correctional problems in this State, and also to the larger public who would then have a center from which to receive authentic and valuable information.

The time has come particularly for more knowledge, knowledge by penal institutions and organizations as to what they are doing and accomplishing, and knowledge by the public as to what constitutes sound principles of treatment. This country has been for a century and a half the great experiment station in the treatment of the criminal. The prison movement originated in 1790 in Philadelphia. Self-government on an extended scale was successful in the Boston House of Correction for Boys in 1832. The reformatory movement developed at Elmira in the early seventies. Children's courts were indigenous in this country. Time after time the most radical experiments have been undertaken with boldness and with cheerfulness by American executives and pioneers. But our analysis of our own epoch-making activities has not at all kept pace with our persistent experimentation. We have constantly applied the yard stick of so called common sense to our methods and if they have seemed to be in conformity with the general principles of humane and beneficent treatment we have called them good. Yet visitors

from European nations have repeatedly sought from us the statistical and scientific proof that our most lauded activities like probation, parole, the indeterminate sentence, the juvenile court, the reformatory system, are in their results what we claim and believe them to be. And time after time we fail to present to such friendly but acute visitors the proofs they believe to be essential to the thorough acceptance of our methods.

We have just entered upon the third decade of the twentieth century. The first decade was characterized in prison reform by the gradual abolition of many of the vicious traditional customs of early origin in prisons. The stripes, the lockstep, the dungeons, began to go; a conception of the dignity of the administrator's position in prison management became clearer. But throughout the country the prisons were still largely hidebound, still employing the mass methods of treatment coming down from generations of penal tradition.

The second decade was in prisons a period of daring exploration in not a few institutions. It saw the remarkable development of various honor systems, of self-government in Auburn and Sing Sing, with its successes and failures, and most of all, the acceptance gradually of the psychiatrist and psychologist. The decade saw also the most complete reversal of the old conception of prison architecture, and a fundamental change from the ancient, bastille type of hundreds upon hundreds of inside cells of steel in one great monolithic appearing structure, to the erection of much smaller building units with outside cells much more nearly resembling rooms, and the consequent treatment of the prisoner more as an individual.

What are to be the great developments of the third decade? Probably one of the basic changes will be in the centralization of administration of correctional institutions under State departments of correction or public welfare. We dare to believe that the end of this decade will see in many States the prisons, reformatories, and present county managed jails or penitentiaries, merged in a well systematized, progressive single State administration, safeguarded perhaps as to continued participation of wise volunteer coöperation on the part of boards of managers. For years the Prison Association of New York has pointed out

the absurd and wasteful anomaly of many different systems of management of correctional institutions within the State of New York, whereby the prisons are managed by the Superintendent of Prisons, the State reformatories by boards of managers, the reform schools by other boards of managers, the county jails by frequently changing sheriffs and county boards of supervisors, and the great municipal system of New York City by a Commissioner of Correction responsible only to the Mayor. So long as this widely distributed condition of administration, and frequently of inexperience, continues, there is little hope of any substantial progress in system in this State. The Prison Association urges that there be a redistribution of the correctional institutions in this State according to function, and that these institutions be under the control of a State Department of Correction.

In this third decade we find already a strong movement for the acquisition of facts, for facing the truth about our prisons and other institutions supported by public money. The era of a widely distributed extravagance in appropriation seems to be past, at least for a while. The taxpayer as well as the prisoner and the prison reformer, has rights. The prisoner may properly demand that all reasonable efforts be bent to his reëducation; the prison reformer may properly demand that there be humane and constructive treatment of prisoners and administration of prisons, but the taxpayer may and should demand that the money of the State be wisely appropriated, economically spent, and that results be obtained, and so far as possible proven. That such an effort is being made from time to time is encouraging. The Superintendent of Elmira Reformatory, Dr. F. L. Christian, recognized the importance of acquainting the public with the result of investigations of the Research Department of that institution. During the recent so-called "crime wave" a newspaper article on the proportion of inmates in the reformatory at Elmira who were ex-service men attracted wide attention and cleared up some misconception as to the belief that ex-service men are particularly prone to crime, and to special kinds of crime, because of their war experience.

The recommendation of the Prison Association for the last few years that the State Parole Board should be re-organized,

the members thereof to give their full time service to the work, still holds. The two members of the Parole Board, receiving \$3,600 each, give approximately one week each month to actual presence in the prisons, and to the judgment at the prisons of cases coming up for parole. There is undoubtedly a considerable amount of time given by the two Commissioners outside of the time spent in traveling and the visitation of the prisons, but the condition is not satisfactory because the duties of the Commission properly call for the full time of the Commissioners. Nothing less than the full time of two members, together with such time as can be given by the Superintendent of Prisons or his delegate, is enough for the adequate treatment of this important and complicated field of penology. The judges in the courts committing to the prisons sit constantly, and great care and great expense are involved in the conviction of the felon. One of the chief criticisms of the indeterminate sentence and of the parole system is that release of the prisoner on parole seems to be to such an extent automatic. It is a fact that in 1916 the Prison Association after a thorough study of the work of the State Parole Board, found that 91% of the inmates of State prisons were released by the Parole Board at the expiration of their minimum sentence, or within a month of the same. Approximately the same condition seems to exist at present. The theory of the indeterminate sentence with minimum and maximum, was not written into the law that the prisoners might with great regularity be released at the expiration of the minimum, but instead between the expiration of the minimum and maximum sentence as deemed wise in the findings and deliberate judgment of the releasing body. It lay also in the theory of the indeterminate sentence that great care should be exercised in each individual case in determining all the factors prior to release. It is also felt that the very beneficent work at present done for the State without cost by philanthropic organizations, should continue to be utilized by the State in assisting the parole supervision. The far-reaching value of such private coöperation is recognized and is regarded as one of the most commendable philanthropic works at present done for the State. The absurdity of the present system from the standpoint of the State is

shown in the fact that there are designated for parole supervision only three officers for the entire parole population of the State prisons. Were it not for the private philanthropic organizations above mentioned the State Parole work would be in a wholly deplorable condition.

Another great need has not been met by the State, namely, an analysis of the results of the application of the parole and probation systems. Perhaps the most frequent question asked about both is whether they are successful. The customary answer is that approximately three out of every four men make good, by which is meant that they pass through their parole or probation period, which period varies from a few months to a year or a year and a half, and are discharged without again being apprehended during that period for crime. This is no adequate indication of the ultimate success of the administration of the indeterminate sentence and parole. This method of computing success or failure ignores the history of prisoners after they have passed beyond the probation or parole periods. What is needed, and what has never yet been produced for public study, is an analysis of, say, five years of the careers of a sufficient number of persons admitted to parole, to get a fair cross section picture of the careers of the population of a prison after the parole period. It is urged that the Superintendent of Prisons institute an analysis of, say, one thousand histories of inmates released from the State prisons on parole at least five years before the time that the study is made.

From Elmira in 1921 came the statement that a study was made of sixteen thousand inmates who had been on parole. This is the most exhaustive and pretentious study of which we have learned. Only those who had received their final release and who had no previous criminal history known to the institution were counted as successful. But no questionnaire was used in making this study, and apparently no country-wide inquiry was directed to prisons, reformatories or bureaus of information. The conclusion that 67% of the number paroled were making good was drawn completely from the records on the books of the reformatory. The absence of Federal legislation and of State coöperation with the Federal Bureau of Crim-

inal Identification at Leavenworth, Kansas, will make any study of this kind extremely difficult. Federal institutions only are required to send duplicate records to the Leavenworth Bureau. Other institutions, bureaus, etc., do so voluntarily and only in special cases. The use of this bureau by all penal institutions throughout the country should be made mandatory. After a system of exchange of records has been in operation between the states and the central bureau for five or ten years, we shall then be in a much better position to measure probation and the indeterminate sentence.

The prison wage in this State has been for very many years a matter of ridiculous inadequacy, and has subjected the State with reason to the ironical and even contemptuous comment of many other states in this country, where under other systems of prison labor, specific sums, even if small, are paid with regularity to the inmates of institutions. The outstanding fact about the prison wage of New York State prisons is that it amounts to the incredible total of one and one half cents a day. The Constitution of New York provides that no work or product of the work of a prisoner in the prisons, reformatories, penitentiaries, or jails of this State, shall be sold to any individual or firm save the State itself, or political subdivisions of the State as represented by institutions, departments, or other public bodies. This is the so-called State-Use principle. In the Constitution there is no mention of a wage to be paid to the prisoners, that is provided for in the Prison Law. Criticism is easy but remedies are often difficult. A cent and a half a day for three hundred days means in a year that large sum of \$4.50. There is also the strong undercurrent of feeling that the State is an exploiter on a huge scale. Criticism from the side of the public takes several forms. Why should not these convicts earn enough to support themselves and also their families on the outside? Why should they have moving pictures and baseball games when their families have to work for a bare existence? Why should the State earn profit on the prison industries and pay the prisoners practically nothing? Why can't New York do like Minnesota or even the city of Detroit, and enable the prisoner to earn at least a small sum like ten or twenty or more

cents a day? Are not our prisons run on a fundamentally stupid plan, industrially?

Criticism from the institutions, departments, and bureaus of the State and the political divisions of the State buying prison made goods because of the mandatory section of the law forbidding the purchase in the open market of goods that are made by the prisons, is constant either regarding the poor quality of the manufactured articles, slowness of delivery, lack of modern improvements, or other factors rendering the prison made product less satisfactory to the purchaser.

Criticism by the managing authorities of the several prisons themselves is not lacking. One prison finds that it cannot get the raw material from another prison to complete the job required. Another prison finds itself stocked with the finished product and no market for it. Here a prison is swamped with constant orders and an insufficient supply of material from which to fill the order. There is a complaint that because of the transfer of prisoners to other institutions, absence of adequate machinery and other internal difficulties, the orders cannot be made or delivered on time. In short, within the prison all sorts of industrial woes and shortcomings are present explaining the internal difficulties inherent under the present system, but not satisfying the outside comment on the present inadequacies.

And, finally, in the State government there is the explanation that under the Constitution there is no open market and that it is not fair to cite Minnesota, where binding twine and farm machinery manufactured by the State prison may be sold throughout the length and breadth of the entire country, giving an ever-present market to specific products turned out all the year round with specialized machinery and industry, or Detroit, where the chairs manufactured each day by the hundreds can be sold in the open market in competition with other manufacturing firms. Further comes the statement that if the State is to concentrate on production the industrial education of the inmates must necessarily suffer.

Caustic critics call such a situation a flat failure in the solution of the prison labor problem as far as wage or output are concerned. Friendly critics have recourse to the limitations of the

Constitution, but those critics who are neither caustic nor on the defensive recognize that for twenty-five years the State has sought to justify the present plan of regulation of prison labor and labor output and has failed signally. Until the State, with deliberate intention of bending its best efforts to solve the problems existing necessarily under the present Constitution, turns to this question with persistency, sobriety and thoroughness, it may expect to be classified as an arrant failure in the prison labor field.

During the last decade while the efforts for the improvement of the methods of the treatment of the delinquent have been principally directed to buildings, food, clothing, classification, etc., comparatively little has been done to improve the methods employed for the selection of officers and subordinates, and practically nothing to provide means for the necessary training of such officers and subordinates. These matters have indeed been discussed from time to time, but no more. This angle of the prison problem is surely of no small importance and is as essential to substantial progress as other features. Penal institutions are expected to serve a threefold purpose: the protection of society, the reformation of the offender, and the permanent custodial care of certain types of offenders. The public should learn that the supervision and treatment of offenders is essentially a task for persons with certain natural qualifications and specialized training. There are two distinct features involved in the appointment of prison employees: one the method of appointment and tenure of office, the other the question of fitness and training. As to the first, the various Civil Service Laws have gradually eliminated the worst aspects of the political "spoils" system in our State and city prisons, and in a few of our county institutions, by bringing the appointment of subordinate employees under the Civil Service system, but, on the other hand, there is still painful evidence that men are chosen for responsible positions in our penal systems and institutions without adequate experience or fitness. The county institutions which are not under the jurisdiction of the State Department of Prisons stand as the most conspicuous examples of out and out political appointments. Some of these appointments are made

by the sheriff, who is an elected officer, and others are made directly by the county board of supervisors. It cannot be denied that appointments on the basis of political merit are largely responsible for the discouraging and unprogressive situations so frequently found. The need of appointing the right man for the job seems negligible when compared with the importance of paying a political debt. The very first National Prison Congress in its Declaration of Principles adopted and promulgated in 1870, said :

"The two master forces opposed to the reform of the prison system of our several States are political appointments and a consequent instability of administration. Until both are eliminated, the needed reforms are impossible."

What I have said relates to the picking and holding of employees only; but how shall they be prepared for their difficult and varied duties? To quote again the first American Prison Congress :

"Special training, as well as high qualities of head and heart, is required to make a good prison or reformatory officer. Then only will the administration of public punishment become scientific, uniform and successful, when it is raised to the dignity of a profession and men are specially trained for it as they are for other pursuits."

There is no way of training them prior to their appointment, and only the rough and necessarily long "school of experience" on the job after appointment. We have schools for barbers, we have schools for firemen and for policemen, but for the important work of taking care of the offenders against the State we have nothing. The education of the prison officers and guards should be made a part of the correctional system of this State. In the New York City Department of Correction during the term of Commissioner Burdette G. Lewis, a correspondence system of instruction for guards was established. The plan was warmly received by the guards and gave very satisfactory results but was not developed or maintained. During the winter of 1921 in Massachusetts, under the leadership of Commissioner Sanford Bates, and in coöperation with the organization of prison keepers, lectures were given once a week to

representatives from all the penal institutions in Massachusetts, and on these occasions specially qualified persons from different parts of the country appeared before this body to give their knowledge and views. These lectures were subsequently put in volume form to serve as textbooks for the benefit of the employees in the penal institutions of Massachusetts and others.

In this connection there are therefore two things that we need: an extension of the Civil Service system to all local institutions, and the establishment somewhere of a training school for officials who might subsequently be appointed in either the State or local institutions. There are two ways in which we can strive for these results: one is by working independently for the expansion of the Civil Service and for the establishment of an independent training school; the other method is the one recently suggested and so generally advocated by so many persons, and for a variety of reasons, namely, the establishment of a State Department of Correction. Such a department can automatically both extend and improve the Civil Service system and also present facilities for the organization of a training school that can easily combine the necessary theoretical and practical training preliminary to appointment, and further training for the purpose of promotion. As a practical matter it may be that the latter plan is better. This system can also be made to include the training of parole and probation officers.

In the time allowed me I have attempted to set forth what seems to me to be some of the fundamentals for the treatment of the delinquent in this State. It would require too much time to set forth in detail further needs. In closing permit me to mention such needs as wisely controlled recreation in our penal institutions, the extension and development of the custodial care idea for defective delinquents, the reduction of juvenile delinquency through coöperative community effort, the prevention of crime through the reduction of vagrancy, legislation permitting the use of Sing Sing prison as a receiving and classification station, and providing the necessary personnel for its operation as such, and the permanent transfer of women from Auburn to Bedford.

CHAIRMAN WADE: The discussion of this address will be opened by the Honorable John S. Kennedy, the distinguished president of the State Commission of Prisons.

HON. JOHN S. KENNEDY: Mr. Chairman, Ladies and Gentlemen. I am not an authority on delinquency or prison matters, but rather just a plain telephone man who is trying to look after the ills and the troubles and the cares of old age of some forty-nine thousand people in the telephone industry, and on the side a student of the most interesting subject under consideration to-night. I had intended to go into some detail in the discussion of Mr. Cass' paper, but in the main I am so nearly in agreement with him, and having in mind the lateness of the hour I think I had best say "Amen" to the many subjects which he has brought up.

I must say that I have been greatly inspired by the wonderful gathering of social workers, and particularly at the meeting this afternoon by the comprehensive report made by Monsignor O'Hara telling of the year's accomplishments of social work in this State. Even with some knowledge of the situation generally, I was astounded at the magnitude of the work that has been done.

We of the Prison Commission have to work from the top down. We get the finished product. You social workers have that wonderful opportunity of working from the bottom up, and I have no doubt that the ideas which are transmitted from one to the other when carried back to your respective communities will be the means of saving many of the youth of the land from ending up in the places which it is our duty to supervise.

In all of our work we find a great many people who are very pessimistic about the future. It seems to me that I should strike a note of optimism at the progress that we are making. Coming up on the train I finished reading that most interesting and splendidly prepared volume, "The Development of American Prisons and Prison Customs," by our late lamented Dr. Orlando F. Lewis, who for a dozen years so efficiently filled the office of General Secretary of the Prison Association of New York. The book covers the period from 1776 to 1845 and depicts the crude systems, the horrors and cruelties in the treatment of prisoners

during that time and pays tribute to the pioneers in prison reform who blazed the paths that we are now traveling in the work of this Conference. In closing he says:

"Between the end of our study and the present day, lie over seventy-five years, a period rich in daring experiment, as well as in the evolution of already developing methods of humane and wise treatment of prisoners. He (or she) who may write the second and final volume of the history of prison methods in our country will live, during an extended period of study and exploration, in a field of wonderful interest, the field of the growth of the reformatory, the indeterminate sentence, parole, the specialized institutions, the juvenile courts, the practice of probation, the prison reform and prisoners' relief organizations, the honor system, the farm colonies, the individualization of punishment and of discipline, the rise of conferences and congresses on prison methods and finally the growth of the belief that in the community itself, long before the so-called criminal finds his ultimate way into correctional and penal institutions, lie many of the causes, and consequently, lie many of the responsibilities for the presence of crime."

With that picture of progress now under way we have good reason to feel optimistic of the future. I sincerely trust that Secretary Cass will be the one to take up and bring up to date this valuable historical work, and I commend to your reading this most interesting volume published by the Prison Association.

In my five and one-half years in this work, I have seen much to encourage and inspire me to go on. I have not been discouraged nor disheartened by the attacks which have come in the past year or so, charging coddling of men in prison and making the prisons so attractive that men are trying to break into them. I know of actual conditions in the prisons, and of those who criticize, not one to my knowledge has ever studied the prison from within, and indeed, hardly any of them have ever visited a prison and seen conditions at first hand.

In the many thousands of men I have talked with within prison walls, I have yet to find one wishing to remain, but all look forward to the time they can pass through the gate to free life.

It has been most gratifying that in the last four years we have had such chief executives as Governors Miller and Smith. Both have made personal investigations and then proceeded along intelligent lines. In the past, the curse of prison management has been the never ending injection of politics into administration of

the prisons. I believe it can be fairly said that during the past four years politics have tended to disappear from this important government department, and I look forward to the future with great hope, as Governor-elect Smith declared to me in his usual forceful way, when in office before, that politics must be kept out of the prison, custodial, and charitable institutions of the State. During the four years of these two great Governors, we have had the comprehensive study and report of the Prison Survey Committee, directed by Governor Smith and made possible without cost to the State by the generosity of Adolph Lewisohn.

I hope that Dr. Healy, whom we all recognize as the foremost in his wonderful work, will believe that we are in thorough sympathy with the principles he advocates. We point with great pride to the new Sing Sing Prison arising up the Hudson where, when completed, we expect that the entire prison population of the State will pass through, and the studies which he has so earnestly advocated will be made, and to Napanoch which is being perfected, and to the public recognition of the things he has stood for, and talked for, and written for, during so many years.

We have seen the establishment of children's courts throughout the State and the elimination of children from the jails. A few days ago I was at Greycourt and saw that fine institution which will within a few months replace the old women's workhouse on Welfare Island for the confinement of women of the Greater City.

There is under way today a survey of the county jails of the State by a committee headed by General Wickersham, and in conjunction therewith a study of the inmates of county jails and penitentiaries is being made by the National Committee for Mental Hygiene to determine the mental and physical condition of inmates. I believe that the report that this Committee will make will show an astounding picture and will finally result in taking from the county jails persons convicted of crime and placing them in State farms or workhouses where they may find healthful occupation and a chance to reform. A great deal of criticism is directed at the county jails even now, but I commend to you the annual report of the State Commission of Prisons for 1921 recently issued, with a detail of ten jails and the conditions found

in those jails dating only to 1896, and you will feel that wonderful progress has been made in the jails, imperfect as is the situation today.

During the life of the Commission, 136 dirty, unsanitary, village lock-ups have been closed up, and the general condition of lock-ups and police stations throughout the State today is so far ahead of what it was ten years ago that a comparison cannot be made.

One of the great accomplishments in recent years is the fight against the scourge of tuberculosis in the prisons. Dr. Ransom, whom you all know, has one of the finest institutions in this country at Dannemora for the care of the criminal tubercular. In some figures which he gave recently, he says of olden time :

"Seventy-five per cent of all deaths occurring in the prisons of the State of New York were due to tuberculosis; in one prison alone, forty-four deaths were reported in one year. In the period of five years from 1891 to 1895 inclusive, there were reported two hundred and fifty-three deaths from tuberculosis in the three prisons.

"Through the agency of tuberculosis work, this astounding percentage of death has been reduced from 2,021.6 per one hundred thousand living in 1891, to 120 per 100,000 living in 1921. In 1891, with a prison population of 3,588 in the state, there was one death from tuberculosis for every 48 men in prison. In 1921, with a prison population of approximately 7,500, there was but one death for every 853 men in prison."

I would like to go on with a great many other things which show wonderful progress and give us courage in our work. I will simply close by saying that the world is gradually waking up to the fact that two wrongs do not make a right; it begins to realize that it lies within the power of prison officials to make or mar many of the individuals intrusted to their keeping, and shows preference for having them made rather than marred.

CHAIRMAN WADE: Before entering on the discussion of these papers I would like to express the thanks of the State Conference of Charities and Correction and the State Conference of Probation Officers to Dr. Healy, to Mr. Towne, to Mr. Cass and to Mr. Kennedy for their splendid papers and addresses. We would now like to have discussion from the floor. There are a good many persons who are deeply interested in these problems.

MISS MAUDE E. MINER: One very important result from this scientific study of delinquency of which we have heard tonight is the fact that we are convinced as never before that a certain amount of prevention is possible. Efforts are now being made in industrial establishments, schools and social organizations to adjust individuals in a very much better way before they become delinquent. In California a great effort has been made by the Whittier School to secure twenty-four hour schools as a part of the educational system, in order that greater opportunity may be given to young boys who are not delinquent and that many may be saved from entering reformatories. The Metropolitan Life Insurance Company is employing a psychiatrist to deal with the employees who need the help which only a psychiatrist can give. Two high schools in New York City are appreciating that the mental expert has something very definite and real to give, and that his advice counts very much in the better adjustment of students. Our Girls' Protective League is giving the part-time service of Dr. Anne Bingham for this work. The work of understanding and guidance will eventually result not merely in preventing delinquency; it will mean that to a much greater extent individuals will be helped to realize the very best that is possible for them in life.

DR. CHARLES BERNSTEIN, Superintendent of the Rome State School for Mental Defectives: Mr. Chairman, of course I am greatly interested in this problem of the delinquent because we find so many boys and girls over twelve years of age who come to us not essentially because they are feeble-minded, but because they are delinquent. Somebody, somewhere, has made a test of them and thinks possibly they are feeble-minded, but they are certainly delinquents and they don't know how to handle them because the case may be complicated with a feeble-minded condition.

In dealing with these border-line cases, we think, as Dr. Healy has suggested, that the intelligent quotient or mental test is not very indicative of what we may do with them. It is helpful, but we are not sure that our institutional training is going to do a great deal of good for them. They lack something they should have had in earlier life. These boys and girls come from an en-

vironmental condition in which they failed and in which they are bound to fail if returned to. And it is our duty to hold them over the stage of development until they can find an environment that they can go back to and one in which they probably can make good.

That has led us to the problem of finding a better environment for them than that in the large congregate institution, but simpler than in the open community and society in general. We are now trying out, as you know, our colony system, which we feel will help in these border-line cases, and perhaps, also, those whom we accept as feeble-minded. Certainly under these conditions they can live in this narrower and limited environment and make their way in the world; boys of sixteen, fourteen, and as low as twelve can learn habits of industry, application, and right conduct, until they can be on parole under favorable conditions, but conditions which we must control for a while. The two saving influences I see in this system are the control of the earnings of these individuals until they have developed thrift and habits of living within a small income, and secondly the knowledge they have that if they don't make good they must be returned to the more limited environment of the institution. Many times when these boys and girls go out on parole the relatives, or people to whom they are paroled, tell us, "If you are going to discharge Jimmy don't let him know he is discharged." The moral influence of holding over him the threat, that if he doesn't make good he will be sent back to the institution, is a very great help. If Jimmy or Mary knows he or she is discharged we will have difficulties which we won't have otherwise.

Many times people feel that if we are going to parole our feeble-minded or border-line cases, it isn't fair to control their earnings and not discharge them after six months or a year. But we maintain that this boy and girl can be held and controlled only in certain environments and that they must be allowed to remain under parole as long as they can be benefited by the conditions under which they live. Then again if this same boy or girl begins to drift into delinquency it is easy enough to get him committed again within twenty-four hours. But the one thing we must provide is a system of continuous supervision, and that

system can be made inexpensive by several methods which we think we have more or less completely developed. One is to keep the various agencies in touch with this Jimmy and Mary, and alive to their needs and their weaknesses, and upon the first symptoms of serious trouble to take the step necessary to have them returned to our institution. There is also a tentative plan of paid supervision which might be worked out in the following way: the various Marys and Jimmies out on parole can well afford to spare a couple of dollars a month, say twenty-five dollars a year, which for forty of these individuals would make one thousand dollars, to be used to hire a person to supervise the group under parole in that community. Under those conditions I see no limit to the number of border-line and moron cases whom we could return to the community. I think we might call it a system of efficiency insurance. We are going to render them efficient if they cannot render themselves so.

CHAIRMAN WADE: I will now turn the meeting over to the President.

THE PRESIDENT: The Secretary of the Conference, Mr. Wallace, will now announce the appointment of committees required under the constitution and by-laws of this Conference.

SECRETARY WALLACE: The President has appointed the following committees:

COMMITTEE ON ORGANIZATION of the Twenty-fourth Conference: Robert K. Atkinson, New York City; Rev. Joseph Scully, Albany; Mrs. Max Thalheimer, Syracuse; Frank E. Wade, Buffalo; Patrick Mallon, Brooklyn; Mrs. Mary E. Paddon, New York City; Richard W. Wallace, Albany.

COMMITTEE ON RESOLUTIONS: Mrs. Anna B. Fox, Buffalo; Rev. Robert F. Keegan, New York City; Samuel Solender, Rochester.

COMMITTEE ON TIME AND PLACE for the Twenty-fourth Conference: George A. Hall, New York City; Miss Katharine Brettle, Poughkeepsie; Leon D. Dexter, Syracuse; Miss Esther Denton, Elmira; Mrs. John C. Manion, Utica.

THE PRESIDENT: The meeting is adjourned.

THIRD SESSION.

WEDNESDAY, NOVEMBER 15th.

Topic: Health.

THE PRESIDENT: Ladies and Gentlemen, we will call this session to order. The early hours of the session today have been taken up with the round-table talks, and we noted with a great deal of satisfaction that those in care of the institutions were most interested in the question of recreation in the institutions.

The session which begins now has to deal with the all-important topic of Health. Yesterday some reference was made to this question as we considered it in the State and in the city, and we will be glad this morning to hear from those who are best qualified to speak upon the importance of greater knowledge on the part of the people and greater interest on the part of all in these questions that pertain to the health of the communities in which we live.

The session this morning is under the direction of Mr. Michael M. Davis, Jr., the Executive Secretary of the Associated Out-Patient Clinics of New York City. I have great pleasure, therefore, in introducing Mr. Davis.

MR. MICHAEL M. DAVIS, JR.: Mr. President and Members of the Conference. The President of the Conference has well said that the subject of Health is all-pervading and of universal interest. It has been called very much to the public attention lately. Whereas we have a vast amount of health work and a vast amount of attention given to the care of sickness in this State, particularly in the larger communities, the needs of the smaller communities have been, relatively speaking, neglected.

A famous Frenchman who recently left this country after a trip which included special study of some of the leading medical and health organizations, paid a remarkably high compliment to

the work of the Department of Health of the State of New York. One of the editorials in a New York newspaper commenting upon this commendation indicated how fully the editor thought it was deserved, but pointed out the timeliness of the subject which is first on our program this morning and the fact that a large proportion of the smaller communities are far less well provided with the first essentials in the care of disease and in the promotion of health; namely, an adequate supply of medical practitioners. If we are not to savor the food of health with the salt of medical service, how shall it be savored, and if there be no salt in the small town, in the country district, what shall those therein do when illness comes?

Probably no state through its state department has given more constructive attention to this problem than the State Department of Health of our State. The Commissioner, whom we hoped to have with us this morning, will not be able to be here, but the subject will be adequately presented by the Deputy Commissioner, Dr. Matthias Nicoll, Jr., whom I have the pleasure now of introducing to you.

NEED FOR PHYSICIANS IN THE RURAL DISTRICTS, AND THE REMEDY.

MATTHIAS NICOLL, JR., M.D.,

Deputy Commissioner of Health, State of New York.

The abandonment of the rural districts in favor of the cities by all classes of the population is a phenomenon which belongs to the domain of psychology and economics. I shall not go into the various causes for that phenomenon which have been so frequently discussed, but will call your attention to the fact that they were operative before the occurrence of the world war and received an immense impetus as the result of the war and post-war conditions.

I think none of you will dispute the fact that country life, although so frequently lauded as the proper environment for the development of mankind, is not popular, and that city life with

its greater social, educational and economic advantages is the kind of life which the modern human being seeks to live. This tendency is fully shared by the medical profession.

Some 30,000 doctors in the United States took part in war activities, which represented an entirely different phase of life to which they had been accustomed. In a certain sense it meant freedom from personal responsibility, the trials and anxieties (sometimes great ones) which invariably accompany the practice of medicine. As a consequence, on their return many physicians were totally unwilling to go back to their former occupation, although often consisting of a good paying practice in rural and semi-rural districts. They sought in the main two means of livelihood, positions in public health or allied work, or practice in the larger communities. That desire has shown very little tendency to diminish; the cities, especially the larger ones, are overcrowded with physicians; the rural districts are very much undermanned. I predicted at one time that nothing but actual starvation in cities would drive physicians again to the rural districts. I am afraid that my prediction, while it may be true in the distant future, is not likely to be soon fulfilled. So much for psychology as a cause.

The next most important reason for the decrease in rural medical service lies in the realm of medical education. Modern medical knowledge has become immensely complicated. The mass of scientific facts which has been accumulated during the past twenty-five years has become almost too great for a single mind to master. For that reason, specialization in medicine has become the rage, and there can be no question that it is being over-emphasized in our medical curricula at the sacrifice of the teaching of general medical diagnosis, care and treatment. Consider how long a time it takes to make a modern physician; beginning with his primary education, the requirements of college education, four years in a medical school, and at least two years in hospital, the average man is 28 to 30 years of age before he can begin to make a living. Therefore, it is perfectly natural for him to take up a specialty with its hope of greater financial reward than is offered by general medical practice, and thus seek to receive an adequate return on the large investment which he has made, or

perhaps, his family and friends have made for him. As a rule, such return is not to be found in the rural districts. It is by no means always to be found in the cities. Nevertheless, it is the belief of the young doctor that where there is the most money there he can make the most.

It is not many years ago that medical education in this country was more or less of a scandal. There were more so-called medical schools in the United States than in all the rest of the world put together. As a result of the work of the Council on Medical Education, which was appointed and began its work in 1904, the number of medical schools was cut in half. My personal opinion is that the cutting was a little too deep. I think that it has resulted in very great discrimination in favor of the large, richly-endowed medical schools, and to the detriment of the smaller, struggling, yet potentially adequate medical schools in many parts of the country.

I believe that the latter, properly conducted, are doing a very great work and are supplying a need which is not being met by the large medical schools, by turning out many men who are willing to stay in rural or semi-rural districts. Some months ago I requested Dr. Ordway, Dean of the Albany Medical College, to furnish me with the residence and fields of activity of the graduates of the Albany Medical College, and he drew me a chart showing where these men had settled. It was just exactly as I supposed, the vast majority of the graduates had remained not very far distant from the place where they learned medicine, and only a comparatively small number had gone into the large cities. Now, up-state New York today is not being supplied by doctors from New York City. The graduates of New York City medical schools remain as a general rule in and about New York City. This same condition I have no doubt applies equally to the medical schools of Buffalo and Syracuse, from which I have not yet been able to get actual statistics. I firmly believe that there must be a letting up on small medical schools of this country, and not only a letting up but moral and financial encouragement in regard to their work, and I am of the opinion that this view is shared today by many medical educators.

The tendency to abandon the rural districts became so marked

in 1918 that the State Department of Health, not because it is its function to supply physicians to the rural districts, but because it was receiving a large number of appeals from the rural districts all over the State to furnish them a physician, and for the reason that there was no one else to do it, formed a sort of employment bureau for physicians. That work has continued to the present, and has resulted, I hope, in some relief. Up to date some 82 communities have asked for help, but I do not believe for a moment that this number represents all the communities that are in need. Through our efforts, and through those of the communities themselves, it has been possible to supply some 58 of these places with physicians. An attempt is now being made to find out how these physicians are doing, whether they are making a living, whether they are *personæ gratae* in the community, etc., but so far with but little success. The physicians seem loath to reply to our questionnaire. Some of these communities are fairly large, containing two thousand or more people and quite capable of supporting a physician in comfort, but many contain four or five hundred, more or less widely scattered, pretty poor people, among whom a physician would have a hard struggle to make a living.

There have been received personal reports from some physicians who went out on our recommendation to look over the prospects, which stated that the conditions of living were intolerable. In a number of instances these modern young doctors stated further that they could not practice medicine in such places. They were not men of the old school who put up with hardships and struggles and inconveniences.

Now it may be true that a community of three or four hundred people can not support a doctor and that therefore there is no use in trying to get a doctor. But, ladies and gentlemen, what are we going to do for these people? Suppose they are poor! Are they not residents and citizens of the State of New York, and are they not entitled to at least the care and treatment that we accord to our domestic animals? If a doctor does live ten miles or more away from them and the road is passable in summer, and even in winter may be broken through in an emergency, does that mean that those people are taken care of? Does that

mean that the woman in labor is going to be properly looked after, especially if the labor is complicated? Does that mean that a child with diphtheria is going to be saved from choking to death? Does that mean that cases requiring immediate surgical operations are going to be saved?

I have referred to the complexity of modern medicine, the newer methods of diagnosis and treatment. How can a physician, well-trained, educated and fully experienced be expected to locate in a place without apparatus, without laboratory service, in other words, without facilities to practice modern medicine? In such places, therefore, the medical service usually consists of hurried advice, often long delayed, emergency operations, a pill or a potion, and nature does the rest.

What are the remedies for this condition? My own ideal would be to put back in every community the family doctor modernized, and with such facilities at hand that he could give proper care and treatment to his patients. The world has suffered no greater loss than the disappearance, I believe forever, of the family practitioner. There was no more important factor for the community and family welfare than the influence which he exerted. He was beloved and respected by his patients, and his power for good was limitless. He was present at the beginning and end of life, the friend and adviser of all who sought his help. If he can not be restored then we must provide some other means of medical care, although unfortunately it will not include the personal attention or possess the factor of faith which had so great power to effect cures in the hands of the old time physician.

In 1920 and 1921 the State Department of Health supported a legislative measure known as the Health Center Bill as the best that could be offered to remedy the lack of proper medical care, especially in rural communities. It failed of passage in the Legislature largely through the opposition of the medical profession, who held it to be a form of "state medicine." It also ran against the rocks of economy as likely to cost the taxpayers too much money; and it finally ran against the ideals of so-called conservatives who regarded it as state socialism. It died in committee without a struggle. Whether it will ever be revived in that form or in a modified form I do not know. My present

feeling is that the time will come when some such legislation, possibly greatly modified, will be adopted. I need not go extensively into the provisions of that bill. You are fairly familiar with them, but if any of you are sufficiently interested you will find in a recent book by Gerald Morgan, "Public Relief of Sickness," a discussion of it which is well worth reading. In brief, it was proposed to provide for the rural districts, hospitals, laboratory facilities, nursing service, and a complete regimen of modern medical practice; also a state subsidy, under certain conditions, to communities not able to provide such a service for themselves. Notwithstanding the failure of this legislation, it has created not only a state-wide but I think it is no exaggeration to say a world-wide interest. We have received requests for copies of the bill from all over this country, from Europe and even from South America, so that the seed planted has taken root.

In the meanwhile, I am very glad to say that not the least interested have been the members of the medical profession, and they have at least come around I hope (perhaps Dr. Booth will tell you he is not entirely in agreement with me) to the belief that there is a real need in the rural communities and that it must be met somehow or other. Here and there the medical profession are themselves making some effort to supply this deficiency by little groups composed of six or eight physicians who look after the general health of the community and divide up their practice and their hours according to their special fitness for certain branches of medicine. In one or two communities this has produced apparently excellent results.

Dr. Byron Haskin of Theresa, Jefferson County, has recently reported that the physicians got together and founded a small hospital, and through the help of the Red Cross and other agencies are taking care of a large number of cases, including obstetrics, which require hospital treatment. The medical profession, ladies and gentlemen, should promote this work, and I want to emphasize the fact that the State Department of Health has no desire to do it, but that it should point out the condition of affairs as they are found to exist and suggest remedies at least for discussion. I sincerely hope that the medical profession of this State will take a broad view of the situation and do what it can to bring

about the changes which are necessary for the welfare and happiness of all the people of the State. The problem is perfectly clear-cut. What shall we do to give all the people, rich and poor, no matter where they live, adequate medical attention, and at the same time, take no steps that will drive from practice those qualified physicians who are doing good work and who desire to remain in the field? How this shall be met must be left to the future, which, I hope, will not be too far distant.

We are now engaged in the State Department of Health in the work of examining children of pre-school age. The State Department of Education is examining the health of children of school age, and the Health Department aided by increased appropriations is trying to reduce the shameful mortality of the mothers of the State, over 1400 of whom die annually from perfectly preventable causes. But what is the use of our efforts to find defects in children of pre-school age, or find defects in children of school age, if there is no way of having these defects remedied? There are hundreds of places in this State where the discovery of defects might just as well have been omitted, because nothing can be done after they have been discovered. What is the use of our pointing out the dangers of pregnancy and of how the complicated cases of pregnancy which cause so many deaths each year can be avoided if there are no nearby facilities by which those future mothers can be properly taken care of? In other words, we must have hospitals; we must have greater laboratory service; we must have nursing service available to all classes of the population, in order that they may receive that care and attention which conform to scientific knowledge of the methods for the prevention and cure of disease.

Now I shall be very glad to submit myself to the tender mercies of Dr. Booth!

CHAIRMAN DAVIS: May I ask if Dr. Hull is here. We had a telephone message from Dr. Hull who was on his way, that he had an automobile accident and he was not sure he could get here on time. I will call on the speaker just referred to. From what has passed between them, we are not sure whether Dr. Booth is bringing to the platform an axe or a velvet glove, or

an axe in a velvet glove, but we are very happy to hear from the President of the State Medical Society.

DR. ARTHUR W. BOOTH, President of the Medical Society of the State of New York, Elmira: Lest you fear a sanguinary conflict, I wish to say I didn't bring a hatchet, but I regret not having brought a bouquet to hand my old friend Dr. Nicoll, for his excellent address just given you.

This is a very very serious question in this State of New York. There are approximately 16,000 physicians of one sort or another practicing some kind of medicine, or some activity of medicine in the State. Approximately 7,000 of these are located in the Manhattan District. Roughly speaking, that is not disproportionate, and the lack of proper distribution appears to be up-state. And, in fact, as the doctor has said, it is a question of economics. It is also a problem of unequal distribution somewhere. This condition of course is not necessarily confined to medicine. We have plenty of coal in this country, but we haven't distributed it this year, as you all know and will know more acutely in a very few weeks. We have an abundance of food in this country and yet there are people undernourished. The State Board of Health need have no fears about any antagonism of the regular profession of medicine. As their temporary spokesman, I will assure you that we want to coöperate with the State Board of Health.

One of the activities of the Medical Society of the State of New York this year is to devote our energies to trying to help solve this very problem under discussion at this moment. A great many men in New York City, whose incomes are assured, have through the goodness of their hearts begun to think of this very question and wonder what is going to happen up-state. They realize as they have gone around through the district meetings of the State Society reading papers, the deplorable condition of the medical profession in the strictly rural communities.

Now I happen to live in one of the smaller cities of this State, in a rather small county. I can run in my car to the extreme limits in one hour. We have fairly good roads running north, south, east and west in the county. Twenty years ago we had seventeen rural physicians in Chemung County. Today there are only three and they are located in communities of about 3000

inhabitants. This is in a fairly well equipped and prosperous county. I understand in some of our northern counties in the State of New York there are seventeen townships without any doctor at all. It is a serious problem and one that has got to evolve and solve itself for the future. I think Dr. Nicoll's hint that we do need some form of state aid in the communities ought in time to bear fruit.

Now it is true that the medical profession doesn't want to see socialized medicine or state medicine. We instinctively shrink from it and fight it. We have seen the baneful effects of it in other countries and we are going to oppose it. It is not the function of the State Board of Health to practice medicine. Now let that be thoroughly understood. Anybody that starts out with a program of that kind is going to run up against a few doctors who are still willing to work up-state and they are going to be backed up by others. But there is a function that the State Board of Health can do along this line and that is in supplying the laboratory helps. That is legitimate. A busy practitioner cannot equip his own laboratory. He has but twenty-four hours in the day. They aren't long enough for him to do his laboratory work, and even though there were time, he would not have the skill nor the patience, nor the endurance to do the exacting work of the laboratory. The State should distribute its laboratory work through the State Board of Health in a little better way than it is now doing. That is not a criticism of what they are doing now. I only ask for more of it. The State Clinical Laboratory work is admirable, but, as an example, in a town in the southern tier of the State, it took about a week to get back a clinical report on what is called the "Wasserman" test for one of the most dangerous and important diseases which we have to treat. Often times that Wasserman report is of infinite importance to the individual and the community. Yet it takes a week's time ordinarily to get a report. If we had laboratories distributed throughout the State—they needn't be large units—at convenient centers with some intelligent arrangement so that people could mail their specimens and get a reply back within twenty-four hours, it would encourage a great many men I believe to stay up-state. We all know the stress and strain of practicing

in New York City and I doubt if very many up-state men deliberately come to the City to practice merely for the gain of it.

Another thing. The public has got to do something to discourage quackery. Now I have no quarrels with chiropractors or osteopaths or anything else, except that I naturally dislike them. They don't hurt my practice. They don't hurt the practice of the average physician, but they do hurt the little town physician. He is the faithful man that goes in the middle of the night back on the hills, and waits until the crops have come in and even longer before he is paid, and in the day time, in the sunny hours, he sees the same patients walking into some quack's office.

The absolute indifference of the great public of the State of New York to the inroads of quackery as now practiced in the State of New York is appalling, and it is discouraging to the country doctor, the truly rural physician, to see unlicensed and unqualified men undisturbed by this State and encouraged by the public. I will venture to say, even in this highly intelligent audience, because you are by your very professions highly intelligent, that even some of you have been thoughtless enough for one reason or another to go to chiropractors for bodily ills.

There is very little else to say except one of the activities of the State Society this year is to attempt to extend the influence of the already existing hospitals in the larger cities, a sort of zoning as it were. Dr. Nicoll has told you that many small towns and communities have some sort of hospital. Now that should be the nucleus for a health work of the community or the surrounding country. My own hospitals in the city of Elmira take care of a radius of forty to forty-five miles. If we have proper laboratories; and if we have good roads; and if we could only have some little help from the State in the way of larger clinical laboratory facilities, I think the hospitals of Elmira could take care of quite a large section of the southern tier. The same thing could obtain throughout the whole State.

Of course that doesn't take care of the poor woman in labor, and, as Dr. Nicoll has told you, the mortality due to maternal accidents in the rural part of this State is appalling. New York City is the safest place for a woman to have a baby today, and

the country is the most dangerous. We must all work together to improve these conditions, but as yet I must confess we haven't found any adequate remedy.

CHAIRMAN DAVIS: We owe a special appreciation to the next speaker who will continue the discussion. It is not every man who, when interrupted in his journey by an accident, will go to a hospital and continue his trip, faithful to his responsibility, and reach his audience as a warrior from the fray. Doctor Hull. [Applause]

DR. STANTON P. HULL: Mr. President, Ladies and Gentlemen. I am one of these rural doctors that they are talking about, and I am deeply interested in this subject, "The Need for Physicians in the Rural Districts, and the Remedy." As Mr. Davis has said, coming out of the rural community this morning, I met with an accident, and I thought that my left leg was broken. I went to the Samaritan Hospital and found I had broken the muscles and pushed the fibia in next to the tibia, but I guess it will be all right. We do have some experiences similar to this experience to contend with in the rural districts. [Applause]

What can the State do to assist the medical profession in getting physicians to go to the rural sections? We have eliminated a number of physicians by raising the standard of the medical profession. Men and women will not go into the profession as they have before on account of the tremendous expense and the time it takes, and all for the small return they would receive in going into the rural sections.

We all admit the condition. We are all anxious for some remedy. What must it be? Many culs have grown up in the last few years and their certificates and diplomas are much easier to obtain than those of the medical men. That is why we have a great many more culs in proportion than we had before. Is it necessary that we should lower our medical standard? Should we let down the bars a little bit on the medical profession and make it possible for men and women who can not afford to give much time, to enter the profession? The

man now who has the means to go through two years of pre-medic, four years of medic, and one year of service in a hospital, making seven years altogether, will not go to the rural communities, and the others who are not in as good financial condition can not even see their way clear to enter the medical profession. These conditions, I believe, contribute to the lack of physicians in the rural communities. I don't know the exact number of physicians graduated in the United States last year, but I understand it is gradually decreasing from year to year. It is inexpedient to advocate the lowering of any medical standard but at least we must guard against raising the present standard.

The question of open hospitals is a vital one. Under existing conditions city hospitals have certain physicians on their staff who take care of the work in their department. The rural physicians regardless of their ability are discriminated against and must turn their patients to the staff doctors. I believe if we had more open hospitals it would be more of an incentive for physicians to send their patients to hospitals where they could care for them.

The medical profession also gives a great deal of time to the dispensaries and to the clinics. Should not the State or the community or the city reimburse them for that service? It is true in other vocations. Why not true in ours?

Dr. Booth spoke of the road conditions. The better roads we have the better the conditions of the rural sections will be. I personally do not blame physicians or nurses if they don't go into the country districts where the economic return, and the sanitary conditions of the homes are not as good as they are in the cities. The question might arise, "Why Doctor, do you go into the rural sections?" I was born and brought up in a rural section, and have kind of a first love for the country. I enjoy the practice among the farmers, and have no other particular excuse to offer. I only wish that more of the physicians and nurses of the State would like it as I do, for our rural sections are certainly being neglected.

I believe one of our last reports shows that there were 250 municipalities that did not have any resident physician, and the

Department is receiving requests from different sections for a list of physicians that possibly might be induced to go into the rural sections. The whole question as we have gone over it, and I believe as Dr. Nicoll has stated, may be finally settled by the question of the Health Center Bill. I believe there is a great deal of good in it, but when it came up the medical profession opposed it. The medical profession has opposed some legislation which, if it had given it the proper study, might have met with its approval. It looks to me that the Health Center Bill modified so as to be workable, would perhaps be one way out of the woods on this question of the rural physician.

CHAIRMAN DAVIS: We shall postpone the informal discussion of this subject until the end of the program this morning or until the round table this afternoon, if discussion is then desired.

We have all observed a marked change in health work in recent years. The health program has got out of the laboratory into the community. The period of study of the germ, of the intensive cause or process of disease preceded necessarily the period in which it was possible to study how this knowledge was to be applied to deal with the diseases at large in the community. It is only in very recent years that efforts have been made to study in a comprehensive way the manner in which the best modern knowledge to cure and prevent disease might be applied to a town, a county or a city, actually used as a laboratory, as an experimental area in which a conscious effort is made to work out a plan with the best expert knowledge and the best community coöperation. Only within the last few years have there been such community experiments, as at Framingham, Massachusetts, where a town and surrounding rural area of about 17,000 people made itself into an experimental district, and where for five years an effort was made to see how much tuberculosis could be reduced and the general health of the community improved; or as in Cincinnati, where a certain district of the city was taken for a local experiment, the so-called social unit, largely along health lines;

or as in Mansfield, Ohio, where a national organization interested in the health of children is now in the early stages of a community experiment to do the best that modern medical science and social science can do for the health and welfare of its children.

There is in New York State now a plan for such experimental work in certain communities to be undertaken by the Milbank Fund, and we have with us this morning the Director of the Fund who will tell the policy and program, we hope, of this very interesting piece of work in our State. Mr. John A. Kingsbury.

COMMUNITY HEALTH WORK OF THE MILBANK FUND.

JOHN A. KINGSBURY.

Director of the Milbank Memorial Fund, New York City.

The community health work of the Milbank Memorial Fund differs from similar undertakings mainly in the comprehensiveness of the plan, which attempts to include all recognized and tested measures for the protection of the community against tuberculosis and the promotion of the public health.

The plan is novel in that it includes a variety of typical population groups. I think it is safe to say that the preliminary work incident to the selection of the demonstration communities and the similar communities which will be regarded as controls, has been more thorough than any work of like character ever undertaken in this country.

The plan is distinctive in the nature and degree of coöperation contemplated on the part of public health authorities and voluntary agencies in any way concerned with health work. It offers the highest expert guidance and supervision which this or any other country affords. It provides a unique system for the coördination of all such authorities and agencies. It places the responsibilities squarely on the local communities. It calls for adequate support with due regard to the principle that relief is

like cocaine: it relieves pain but it creates an appetite. The first principle will be to do nothing for the community which the community is in a position to do for itself and to undertake nothing which the community is not reasonably certain to assume when once its value is demonstrated.

When I began talking about tuberculosis and promoting organizations for the control of tuberculosis in this State about fifteen years ago, the experts said tuberculosis caused more deaths than any other disease and they pointed to the very great contrast between that and any of the other diseases. You all know we have made great headway against tuberculosis in the last ten or fifteen years. Now the diseases that are pushing up the curves of the death rate are cancer and cardiac difficulties. Dr. Biggs when first approached about the health program of the Milbank Fund was asked if the communities could afford to spend ultimately what we were proposing to offer as a supplement to what they were already expending. He was asked if we were justified in such campaign. He said, "Not if it is a campaign only against tuberculosis, but if it is a campaign, as you propose, which will reach down and discover in the early stages the cardiac diseases, cancer and other diseases about which we can do nothing unless we have discovered them very early, and bring those things to the attention of the physician, if it will furnish the physician able consultation service which will enable him to act quickly and scientifically, if it will do those things, then your program is a one hundred per cent. program and it is worth all you propose putting into it and certainly any community can afford to carry on the work at the cost you propose. So really we are attempting to help Dr. Biggs prove the motto of the State Department of Health, that "Public health is purchasable. Within natural limitations, any community can determine its own death rate."

We are calling this work Community Health and Tuberculosis Demonstrations. Now why include tuberculosis? If we are going to get back of this and try to strike all these other preventable and controllable diseases, if we really are in this work to help to put preventive medicine into practice, why

do we still hang on to the word, "tuberculosis"? Well, in an address which Dr. Biggs made in one of our early discussions on this subject, this is what he said: "The most effective factor in the general public health campaign has been the anti-tuberculosis work. That has been the means of bringing the public health campaign to the attention of the masses of the people. Tuberculosis is the text. It is the best text which you can have. It is the one which has the most appeal. It is bound up in the whole public health campaign."

In other words, this is a health crusade we are all in and tuberculosis is one of those sociological appenda. The double red cross we put on the banner as a shibboleth; tuberculosis is the watch word. Committees are organized to fight it and all we need to do is to make the transition from tuberculosis to public health, and finally the public will begin to talk about health; and, that is where we must arrive sooner or later in this work. We are still in the negative stage of this great movement to increase the productive energy of mankind, for that is the aim of public health work. We are only in the initial stages so long as we are talking about the negative side. We must talk more, as Owen Lovejoy says, about health and what it really means to all of us. I have said enough about the general plan in its comprehensive nature. I have said this plan is novel in that it covers a number of areas and a variety of types of population.

One of the determining factors which influenced the Board of Directors of the Milbank Memorial Fund to undertake this work was the demonstration at Framingham, Massachusetts, which was started in December, 1916. In that demonstration you probably know that during five years they have reduced the death rate from tuberculosis from 121.5 per hundred thousand to 40 per hundred thousand, or about 67% reduction in five years. Now by comparison with the seven other similar towns in Massachusetts where nothing was done but to watch the vital statistics and make the comparison sure and certain and scientific, the death rate has fallen only 18% as against 67% in Framingham.

Now as significant as that may seem to us laymen it has

been criticised and very ably criticised by some of our best public health men on the ground that "one swallow doesn't make a summer, and especially if it is a very small swallow and is only seen to fly by a few people." So we need several community health demonstrations of this character which will free us from the charge of the various selective factors that may have entered into Framingham. Some people say, "You haven't a Dennison in every city of the land." Various other things are said which I won't take time to mention.

Framingham has about 17,000 people. We feel that that demonstration adequately covers a small city and the full expense of it has been assumed by the community, \$2.40 per capita; as the work there goes on we will get more and more information and determine finally whether or not the results are really significant. But we want several other demonstrations to decide how much we really do know about the prevention of tuberculosis and what we can do to control other diseases. So the Milbank Memorial Fund is going to make it possible to have a rural demonstration in a county of about 75,000 or 80,000 population.

Its Technical Board, through the State Charities Aid Association and the State Department of Health, has done some very extensive work to determine what that county shall be. It has done similar work in selecting the second demonstration unit which will be a city of the second class, between 75,000 and 200,000 people. We will take as a third demonstration unit a large metropolitan area, probably New York City, including a population of anywhere from 100,000 to 200,000 people.

Now the preliminary work in selecting those communities which has been going on for almost a year, has been one of the distinctive features about this community health work of the Milbank Fund. I will not take time to develop the plan of coöperation which is in itself very unique. I will simply say it calls for the utilization of all existing qualified agencies. The Milbank Fund is not going to set up new machinery. Its directors hold that there is enough machinery now; that the best thing we can do is to utilize the best and work through that machinery. The Board, however, has appointed an Advisory Council and from that

council of experts it has chosen a Technical Board, to which the Board of Directors of the Milbank Fund has delegated broad powers but not, of course, the control of the purse strings. This great community enterprise is not going to be done or carried on by one man. The Technical Board consists of Dr. Biggs, State Health Commissioner; Dr. Livingston Farrand, President of Cornell University; Dr. James Alexander Miller, President of the New York Tuberculosis Association; Homer Folks, Secretary, State Charities Aid Association and member of the Public Health Council; Bailey B. Burritt, Director of the Association for Improving the Condition of the Poor; Dr. Linsly R. Williams, Managing Director of the National Tuberculosis Association, and myself, representing the Milbank Fund.

We have not only had the advice of these men but of the men and women on the Advisory Council, headed by Dr. William H. Welch of John Hopkins, "the Dean of American medicine"; Miss Fox, head of the Association of Public Health Nurses; Professor M. Adelaide Nutting of Teachers' College, and other eminent experts who supplement the Technical Board and constitute the Advisory Council for the demonstrations. This Advisory Council is not a decorative body. It will not be able to sit regularly, but the Technical Board is a group of hard working men; they meet regularly and will continue to follow, just as they have in the past, the development of the plans at every step. They will follow the work throughout its course, meeting some of them at least every week and sometimes more frequently, and reporting to the Advisory Council, and finally with recommendations to the Directors of the Milbank Fund.

I want in closing to refer briefly to just what such a demonstration may mean if it demonstrates that Framingham figures are sound; if it demonstrates that that sort of work can be done throughout the country and with similar results; what we can expect when once the people of this whole country and of the world know that at a cost of somewhere between \$2.50 and \$3 per capita per annum they can control tuberculosis and materially reduce the morbidity and mortality from other diseases.

The value of the expected results of the proposed demonstrations can be fully appreciated only in the light of the present enor-

mous wastage due to tuberculosis. It is worth while, therefore, to sum up the conclusions of a recent study of the cost of deaths from tuberculosis and the cost of the care of the sick suffering from this disease for the United States and for New York City, made by Dr. Haven Emerson and Dr. Louis I. Dublin in connection with the development of our plans.

According to this report, careful estimates based on the experience of Framingham and other localities in which there has been an attempt to secure an accurate registration of all persons suffering from tuberculosis, indicate that in 1921 there were not less than 683,550 in Continental United States and 36,855 in the city of New York suffering from the active stages of tuberculosis and needing almost constant professional care and many also requiring financial aid.

Although the value of life, including consideration of all factors, age and sex, and social, economic or racial status of the individual, has never been estimated to the entire satisfaction of economists, and even less to the satisfaction of the family from which a life has been taken, it is possible to arrive at the cost of the annual death loss from tuberculosis by showing what this means in terms of shortened lives.

Our annual loss of life from tuberculosis applied to the entire population of all age groups means the shortening of the duration of life of all of the population by not less than two and one-half years. Without rehearsing the evidence upon which the cost of reduction in life expectancy is based, it can be said that \$100 is considered by well informed and reliable and conservative statisticians and economists as representing the loss in national wealth due to a loss of a year of time by any individual.

Tuberculosis is cutting two and one-half years or \$250 from the life or wealth resources of each person in the United States during the span of his life, or for all of those now living in the Continental United States \$27,125,000,000, or for all of those now living in the city of New York the sum of \$1,462,500,000 during their life span. Since present day expectation of life is approximately fifty-two years, we shall be wasting lives in 1922 from tuberculosis deaths in New York City and the United States equivalent to a loss in the wealth of the Nation and the

City of \$521,634,615 and \$28,125,000 respectively, or \$4.81 per capita of the entire population.

In spite of the impracticability of giving accurately all the elements in the cost of care of those suffering from various forms of tuberculosis, we are well within the facts of expense when we use the figures obtained from relief agencies which care for the dependent sick.

The groups of the population of the city of New York for whom the cost of care has been calculated are precisely those of the community whose standards of living are such that the cost of their care can be met by a minimum expenditure for housing, nutrition, clothing and professional supervision. The higher the economic and social status of the patient the more expensive is the cost of his care during tuberculosis. Therefore, the estimate now offered is considered to be well within the most conservative limits for the entire population. It now costs in New York City not less than \$1,500 a year to give adequate care to a patient in the active stage of tuberculosis; this cost includes, as it must, the protection of members of the patient's family against the major risks of exposure to the disease, as well as provision of medical observation for the family to detect and correct promptly any evidence of early development of an active tuberculosis process in other members of the household.

There must be added, therefore, to the cost of deaths from tuberculosis, the cost of care of the sick which for the United States and New York City would be \$341,775,000 and \$18,427,500, respectively, for the year 1922, or \$3.15 per capita of the population. The combined wastage from tuberculosis in terms of dollars alone in 1922 will be for the Continental United States \$863,400,615, and for the city of New York \$46,562,600, or \$7.96 per capita of the population for the year.

It is not within the limits of exact facts to picture the reduction from year to year during the five year period, but if we believe that we can accomplish a reduction of 50% in the fifth year we must have faith and confidence that during the five years and prior to the completion of the service there will have been exhibited substantial reductions each year. We can properly consider that each year the cost of service should fall with a steadily

diminishing number of people sick with tuberculosis to be cared for and when we start at the sixth year we find ourselves facing not the 1922 situation over again, but a community suffering only one-half the losses of 1922 and already losing but \$3.96 per capita in 1927 from the disease and with a much diminished cost of service.

As a result of the operation of the proposed demonstrations we may expect the following specific accomplishments:

1. A convincing demonstration that the rate of tuberculosis can be diminished very much more rapidly than by any methods now in operation on any such scale.
2. That it can be reduced to an extent which indicates that it is under practical control, say to one-third of its present volume.
3. That these results can be secured among the different classes of population and in the varying industrial and political conditions that exist in the State of New York.
4. That the fact of this success under these conditions will be so striking as to attract universal attention.
5. That the existence of a National Tuberculosis Association with state branches and with local committees, practically throughout the entire country, means the most favorable conditions possible for securing the application throughout the country within a reasonable time of methods which this series of demonstrations will have shown to be practical and for which it would have demonstrated administrative methods and units of cost.

If these results or a substantial portion of them can be secured it is difficult to conceive of any other opportunity for making so great a contribution to the sum total of human welfare in the United States of America in terms of sickness prevented, of death postponed, of economic efficiency increased, of human satisfaction and happiness conserved.

CHAIRMAN DAVIS: The discussion will be opened by Mr. Nelbach, who is Secretary of the Committee on Tuberculosis and Public Health of the State Charities Aid Association. Mr. Nelbach.

MR. GEORGE J. NELBACH: Mr. Chairman and Ladies and Gentlemen of the Conference. I read the other day of an incident that befell a colored evangelist in the South that might very aptly be told at this point in the discussion. He was an evangelist whose custom it was to go from one parish to another stirring up the people to increased zeal and fervor in religion. He had just about reached the climax of his revival. He had a great group of parishioners gathered together on the banks of a small creek. Standing down at the water's edge, he was making an old-fashioned "exhortation" as they call it, for them to come down to the creek to be immersed completely and washed of their sins. Most of them came. One fellow, however, was seen shuffling his way across a bridge to the group of outsiders on the other side of the creek gathered there in idle curiosity, and the evangelist, leaning over to the regular minister of the flock, said, "Who dat fellow?" "Dat's Mose Johnson." He said, addressing Mose, "Man, don't you want to be washed of your sins? Don't you want to come down here and be baptized?" Mose said, "Oh, I'se done been baptized." "Huh, you been baptized?" "Yes, sah; I'se been baptized; I'se been washed ob my sins." "Whar were you baptized?" "Ober in the church by Fox Hollow." "Huh, you ain't been washed ob your sins; you'se not been baptized; you'se only been dry cleaned." [Laughter]

Very much the same fervor and zeal that animated that evangelist to get a whole, 100% revival job done have also animated the advisers of the Milbank Fund in organizing these demonstrations. They don't want a "dry-cleaned, half-done" job performed, but they want the demonstration program to be thorough, scientific, and substantial.

I think you will be interested to know some of the steps that have been taken in proceeding to the selection of two of the different types of communities in which demonstrations will be undertaken. The first thing that was done by the Fund and its advisers was to call together the "best minds," as Mr. Harding might term them—the best minds in the statistical field, to give advice and suggestions about the preliminary statistical studies that needed to be made. Professor Chaddock of Columbia University, Professor Willcox of Cornell, who

is the Consulting Statistician of the United States Census Bureau and of the State Health Department, Dr. Louis I. Dublin, Statistician of the Metropolitan Life Insurance Company, Dr. Otto R. Eichel and Miss Jessamine Whitney, Statisticians respectively of the State Health Department, and National Tuberculosis Association. These leaders in vital statistics spent one whole evening giving advice and very practical help in formulating questionnaires to be used in finding out the facts regarding health and disease and the social facts relating to the various counties and cities that were being considered for the rural county and the second-class city demonstrations.

The next step was to make it possible through an appropriation from the Milbank Fund to the State Health Department to engage enough personnel to make a real thorough-going statistical study of these various communities.

The points covered included the population itself; its composition; whether it has increased or decreased during the past twenty years; the percentage of foreign-born, and especially the percentage of highly susceptible race-stocks to tuberculosis; the various age groups; the density of the population, the distribution in the several areas of their population. Also a very interesting piece of work was done that had not previously been done, we found, in the history of health work in the State. The individual death certificates of all the persons who have died outside New York City for the past ten years were examined for residence and the deaths of persons who have died of tuberculosis outside of their home towns were charged back to their home towns. For the first time, we had a real picture of the tuberculosis mortality in the individual cities in New York State, and it showed that the announcement made last spring that for the first time the death-rate from tuberculosis in the rural communities was greater than in the cities was erroneous. We found that a large number of patients had died who lived in the cities, but had died in the hospitals and sanatoria located in the country and their deaths had not been charged back to the localities where they resided and had their legal residence.

Then we also had a sociological investigation made. Two investigators were employed to look into various factors govern-

ing the economic, industrial, and other situations in the various communities. Let me take a leaf of their experience to give to you for your benefit if you are ever going to make a survey on any aspect of health or social welfare work. That is, don't overlook the material that is available about localities in at least a score of State departments, bureaus and commissions here at Albany. There is a very wealth of information available in their offices regarding every conceivable kind of community in the State. Our investigators spent almost three weeks digging out data that had been carefully collected and tabulated and placed on file in some eight or ten different departments here in Albany, and they spent a very profitable three weeks.

Then they went to the individual localities and looked into the expenditures for health and education and recreation. They examined the property values, the taxes, the bonded debt, the general cost of government, and also the grades of income of the population, as disclosed by the returns in the State Income Tax Bureau. They also inquired into the existing tuberculosis services, public and private, and into the other lines of health and social welfare work carried on in local communities by the public authorities and by the private organizations. Naturally a great deal of time had to be spent in studying the industrial factors: the percentage of people employed, male and female, and types of industry and the percentage employed in the prevailing industries, and then, in considering the various rural counties we had to study carefully the methods of transportation and communication about these various areas: railroads, electric lines, important highways, telephones, and the like.

All this work was done. Then a report was written and placed before the advisors of the Milbank Memorial Fund. There were twelve counties at the outset under consideration, ranging from 40,000 to 95,000 population. After this study, it became quite apparent that eight counties should be no longer considered, because they were not typical counties for various reasons: didn't have adequate institutional facilities, had too small population, had too little tuberculosis population, and there were other reasons. Subsequently the number of counties was cut to three and finally a careful statement of the circumstances and conditions under

which those three counties would be further studied was prepared and sent to them. It was felt by all concerned that one of the most essential things that needed to be established in the chosen county was the creation of a county-wide health unit. Public health work in this State is organized along town, village and city lines and in some counties there are as many as 49 individual health units. The selection of a county has been tentatively made. The choice will be definitely determined soon and announcement made in the course probably of a few weeks.

Very much the same process and procedure were followed with respect to the second class cities. There are eight of them. The choice has been narrowed down to five, and for the benefit of the people from Albany let me say that Albany is still very much in the running along with Troy, Syracuse, Utica and Yonkers.

Mr. Kingsbury has said that the Milbank Fund will not do any operating work itself. There will be no unit "imported," if I may use that expression, from the outside into any of these areas. There will be no picked group of doctors, nurses, and social workers and others sent into a city or county to "try it on the dog," so to speak. There is going to be no demonstration *on* the county, or *on* the city. There is going to be a demonstration *by* the county, *by* the city, assisted by outside funds and counsel and advice. The first step to be taken after the selection of the community will be to make an evaluation of the lines of health work that are actually being carried on now. Then, on the basis of such analysis, appropriations will be made to the existing public authorities, health, charitable and educational and to the various private voluntary organizations to enable them to make their own work adequate and comprehensive. Necessarily there will need to be some sort of council in the locality composed of the various organizations and departments that have a hand in the carrying out of the undertaking. When you stop to think of it there is a large group of organizations that have some points of contact with health and tuberculosis work and there needs to be generated in practically every one of these areas that will be selected, some whole-souled and whole-hearted team work among the various public and private agen-

cies. There should be this council where these organizations can get together to find out what each other is doing, to evaluate what they are doing, to pass upon questions of policy and program, and in that and other ways present a real united front to the problem.

That, in brief, is the working plan that will be carried out.

CHAIRMAN DAVIS: That closes the exercises this morning with exception of a moving picture. It seemed very appropriate to the committee in charge that we should have some pictorial demonstration. We have been talking about a community demonstration which is going to run a moving picture for four or five years under Mr. Kingsbury's guidance, but we can see here today a moving picture of something that is going on now in one of the counties of this State, Westchester County. The Deputy Commissioner of Charities of that County will tell something about the reasons for giving this picture and a word about the work itself. Then the picture will be shown. I will now introduce Mr. Brown.

THE WESTCHESTER WAY.

HERBERT A. BROWN,

Deputy Commissioner of Public Welfare of Westchester

Mr. Chairman: Looking at the program and looking at the clock I see my part on this program is to serve as a chaser, to clear the house for the next show. Just a word of explanation before putting on the picture. This picture was prepared to sell to the public of Westchester County their county hospital known as "Grasslands." This hospital has been developed, so far as we have been able, along the lines suggested this morning for a health center. It is a county general hospital, serving the convenience of the rural community, pointed out by Dr. Nicoll, as well as providing the various services of a general hospital that are demanded in any well thought-out welfare program for a county. When you look at this picture

I hope you will be tolerant of the titles since they were prepared for a Westchester County audience. For you, the picture ought to serve two purposes: First, to show what is being done in a particular locality in the way of a hospital center; and second, to you as leaders in your community it should illustrate a method of putting across to the public any civic improvements which you expect them to support. This particular picture has been seen by over 90,000 people in our county at an expense to us of less than one-tenth of a cent per person. I will be glad to answer any questions after the picture has been shown.

[At this point motion pictures were shown, illustrating the plant and methods of administration of Grasslands Hospital in Westchester County.]

FOURTH SESSION.

WEDNESDAY AFTERNOON, NOVEMBER 15th.

Topic: Recreation.

THE PRESIDENT: The meeting will please come to order. The Honorable Homer Folks, President of the National Conference of Social Work, was to address us at this time simply to remind us, I presume, that, being interested in the State, we are likewise interested in the nation. Yesterday we had occasion to say a word about the splendid coöperation that has been manifested in the care of the ex-service men both by the national and state authorities and we called attention to the fine spirit thus created. While we are all most interested in the progress of charities and correction in our own State, we are equally anxious for the welfare of the country, and if Mr. Folks comes in later we will be glad to listen to this important matter of coöperation with the National Conference.

The topic for consideration at the session this afternoon is Recreation. We are fortunate in having as the Chairman, Mr. R. K. Atkinson, of the Recreation Department of the Russell Sage Foundation, New York City. I take pleasure in introducing Mr. Atkinson.

MR. R. K. ATKINSON: I note by the printed program that there is to be a report of the Committee, but the report of the Committee will consist of a very brief introduction of the two speakers of the afternoon.

Mr. Scott who is going to speak first, has made something of a reputation for himself in his section of the State in the conduct of his community meetings. You know the farmers are an individualistic folk. Their whole tendency has been, until the last generation and the advent of the farm and home bureau, and such improvements, to go each his own way in a purely individualistic manner. With the coming of the farm and home

bureau there has been an opportunity for a great many more community meetings than were ever known before, and the farm bureau people have recognized more clearly than perhaps any of the rest of us have the validity of the statement that an aggregation of people isn't necessarily a group. They only become a group as there is something that fuses them together and makes them united. So the farm and home bureau has not only promoted recreation through the communities where it is working, but has definitely made use of recreation in its meetings. Mr. Scott, in his section of the State and also in other states, is known as "Scotty" and he is going to talk practically, on the "Recreational Aspects of the Work of the Farm Bureau." He may hold the meeting as long as he may care to talk to us and entertain us.

MR. KENNETH D. SCOTT: I am placed somewhat at a disadvantage. I came here this morning and noted how this Conference was conducted, and I saw several eminent doctors up here on the platform and observed that the Conference listened to what they had to say and did not ask for a practical demonstration of their ability before they gave their talk. In my case, Mr. Atkinson suggested that before I say anything, we have some community singing; of course, after witnessing the practical demonstration of what I am to talk about you will be free to leave if you don't want to hear what I have to say.

[Community singing directed by Mr. Scott]

RECREATIONAL ASPECTS OF THE WORK OF THE FARM BUREAU.

KENNETH D. SCOTT,

Manager Warren County Farm Bureau.

Warren county is not a typical New York county. We have a way, all of us, of thinking our own counties are individual, distinct and peculiar, but I really think I have a right to claim that Warren county is distinct and peculiar. In the first place, so far as agriculture is concerned, it is undoubtedly the worst

county in the State, but from a scenic point of view, it is the best. Warren county is bounded on the east by the shores and waters of Lake George, and on the west and north by the Adirondack forest. About one-third of the county is State land within the confines of the forest, so that our field of operations is confined to the communities that lie between the shores of Lake George and the forest.

When I went up there three years ago from Cattaraugus county which is highly developed agriculturally, it was somewhat of a change to find a county which has so much in it that is well described by the word "woodsy." Warren county has suffered like a good many other counties from too distinct subtractions from its population: one, the trend westward, and another one taking a large number of intelligent and ambitious people to the cities; while we have up there a tremendously worthy lot of people, many have suffered from the isolation that comes from living in the mountains. The practical difficulties presented by going in there as an extension worker to try and get the people to cultivate the soil in a better way and have a better rural life, were the difficulties that face anybody going into isolated communities.

The first meetings we held were attended by five or six men, or perhaps fifteen men. We met in the small school houses or the back of some church, and we would all sit around the stove, some with their hats on, and some in their overalls fresh from the cow barn, not even changing their rubber boots, and spend part of the evening together; however, while there was a certain freedom and easiness about these meetings, I felt they didn't exactly reach the people in the entire community.

During that summer and towards fall the people in Warren county became interested in carrying on some coöperative marketing work, and began purchasing farm supplies through coöperative organizations. Then we were faced with this problem, that the people didn't know one another, so they could have confidence in one another and go into the market and buy anything together. There was a large amount of mistrustfulness and the only way to overcome it was to become better acquainted with one another. So I suggested to the men if they would get

the ladies interested and get them to cut up some sandwiches and make some cakes and good coffee, and attend the meetings, we would have something to take a live interest in for its own sake. Until then they had never made the meeting anything. It had never been an end in itself, but only something to go to and get over with and get home from; but now with this kind of a definite social time, with the women preparing supper, this was an event—something worth while in itself.

It is very important to get both men and women to come to the meetings together. It is not natural for a man to put on his boots and go out into the winter night alone; he naturally hesitates to leave the warm fireside and warm slippers. As soon as we got the ladies interested, we had much better attendance at the meetings. Instead of fifteen, sixty-five or seventy would come. The difficulty then was quite another one. We had had a certain freedom in our small meetings, the atmosphere was clear, but as soon as we got people who didn't know each other to come and sit in a neighbor's house, or in some hall, immediately everybody froze up, and the women gathered up together at one end of the room and around the wall, and the men hung around down through the passages, out on the porch, and the difficulty was to get any cohesion at all.

The psychology of our reunions presented the same difficulty as once existed up at the College of Agriculture, when we farm and home bureau people went up there for conferences; we had a certain amount of ice to break. Professor Whitney inspired me to think that the things he put on there in the shape of community singing to get us acquainted with one another would also work up in the backwoods, that human nature was the same anywhere,—the same at Cornell University as in Warren county,—and I found it to be so. With a few incidental differences that do not make any *real* difference, men and women are the same everywhere.

So I tried it first at a county-wide meeting at Lake George, without any of the confidence that comes with practice. The people helped out just as you did today and we had a good time.

It was just about the time when I was faced with this problem, that up at the conference at Ithaca we had some very in-

spiring lectures and demonstrations by E. C. Lindemann of North Carolina. He it was who put on some of these fool stunt songs we have just had; and trying to work them out with the people in the communities, we developed a solidarity which grew until remarkable results have been achieved.

People up there in one small community have developed a community warehouse for purchasing grain, and things that have always been thought impossible for farmers to do at all have been done. The difficulty we had at first of getting the people to open up always made me think of the story of the first mate on a certain ship. He was a very fine sailor, but he had one terrible affliction, an impediment in his speech. He had extreme difficulty in making the captain understand anything, and the other sailors couldn't tell what he meant, but he could sing and he used to entertain the crew down in the fore-castle. One day he came running up to the captain, opened his mouth wide, but no intelligible sound came forth, and he gaped at the captain with horror and fright in his face, unable to utter a sound. The captain himself became infected with the terror expressed in the first mate's face, but could not get at what was the matter. Finally the captain said, "Confound you, man, sing, sing." So the first mate sang, "The cook's fallen overboard; he is just about drowned." [Laughter]

I always thought of that story when I approached these meetings, there was such a degree of inarticulation, people were simply silent. They would wait until the President of the Farm Bureau came along and would hand the meeting over to him, or to "Mr. Scott," and then sit back and listen. But when we came to this singing, it broke the ice and very soon we got an entirely different spirit, and local talent began to emerge and people got acquainted and got confidence. And so far as that goes, I think that is what I wanted to bring here to you today, the value of song as an ice-breaker.

Growing out of this activity in the different communities, there developed a county social evening one winter, when the different community groups got together and put on an evening's program. You see what a step that was, from a few men sitting around the stove with their hats on, to actual self-expression at

that county meeting. They put on definite stunts, many of them quite original, that they had planned themselves and practised and put on for a prize.

Last year the second of these was held, and a real fine play was put on by one community, which play was entirely original and dealt with agriculture. Agriculture was supposed to be very sick—she was personified by a buxom damsel, but none the less she was very sick. The play was called "Setting Agriculture on her Feet," and Agriculture was set on her feet by taking up the work that Dr. Farm Bureau and Dr. Home Bureau recommended, and also through the advice of Dr. Coöperative. When Dr. Coöperative fell in love with Agriculture, and offered her his hand in marriage, then Agriculture immediately came to herself. It was a very good play. [Laughter]

Just a word as to the limitations, for limitations there are. You can see that this Conference, if you had had nothing else but song and recreation, wouldn't have been worth coming to Albany for, and it is just the same in our work in the counties. We can go to meetings in these communities and break the ice and get the people out because they like to sing. We can develop their sociability up to a certain point, but we must have something to offer beyond and above all that, some definite program of work. Now that program of work is much more readily adopted by the people because they have had these social meetings and good times and go back refreshed from such meetings.

[More songs were then sung.]

CHAIRMAN ATKINSON: I am more and more convinced of the value of the great simplicities of life and of their force and power when we can simply take them and use them. We have just heard the story of the county up in the hills where people didn't know one another and where of course they couldn't work together because they had lost sight of their common interests, and then of their being drawn together in a few short months by the power of music. The recreational work which has been so largely accepted by the Farm Bureau as one of the vehicles through which it is working is manifesting itself in many ways.

I asked Miss Searles of the Genesee County Home Bureau to be with us today to talk for a few moments on this matter bringing us some experiences she has had in her field. I had a letter from her expressing her inability to be here, but I want to read you one paragraph from it.

"I wish sincerely that I might be present to enter into the discussion concerning the practical values of recreation in rural communities. I have seen splendid results in community spirit and coöperation as a direct outcome of community field days and community sings, and in recreation projects of larger scope, such as a county-wide pageant. I personally directed a pageant in which five hundred people from twenty-two communities participated. These communities worked together and came to know each other as a result of this coöperative project with a resulting neighborliness which nothing else could have developed. I assure you that I could say a good deal from my own experience concerning the practical values of rural people learning to play together. That is one of the largest factors in ever getting rural people to work together."

Miss Adams and Mr. Willy have done exceptional work in this matter in Sullivan county. Miss Adams told me she would come if possible, but a letter from her explains her inability to be here. She has sent the following statement—a sort of testimonial that I want to read.

"I cannot say too much in favor of recreation in rural communities, and of more wholesome recreation in the larger villages.

"In many of these places there are no young people of the upper teen ages because life was too dull and remunerative employment hard to find. Only Thursday of last week, an eighteen year old boy followed me to my car from his grand-parents' home presumably to help me get started, but in reality to beg for some fun to be brought into his neighborhood. He said his father felt that his help was needed at home and though he would like to go to school (he had left after finishing grammar school), he was willing to stay home if only there was something to do when working hours ended. He said, 'There are so few young folks my age around here and the place is just dead!' and there was despair in every word.

"This case is typical of conditions throughout this (Sullivan) County. There is a pitiful lack of leadership among old as well as young and nothing happens except in summer when the country is overrun by boarders who make their own good (?) times, often of doubtful quality. Jazz and joyrides and movies constitute the recreation in a large percentage of our communities during summer. The country young folk then feel the winter isolation the more keenly because of the summer's gaiety, and unless steps are taken to provide frequent good times in the real sense of that word good—and it doesn't mean prose or sanctimonious times either—there is no alternative but to seek work in the city or grow rebellious and unhappy.

"Supervised community houses, open evenings, Saturdays, and holidays, and library privileges at least a part of Sunday, are a real need in every locality where people live. Basket-ball is always popular, but a large space is essential if the boys and girls are to develop skill and team work. Bowling, billiards, and pool played under proper conditions furnish excellent recreation for the young folk, and the last two for the older people as well.

"My communities love to sing, and I believe the Home Bureau has been largely instrumental in establishing community singing in at least eight of our fifteen granges. Many have bought the 'Twice 55,' and others the 'Cornell Song Bulletin.'

"Group games are very popular in every rural group if only some one will direct them. Often I go to an adult meeting early and the children gather for an hour's play. Then after the talk the older folk frequently play relay games.

"I find most communities very enthusiastic about minstrel shows, but with few ideas of what belongs in one. Several are giving excellent plays and acting them fairly well, but too many choose the cheapest play available, and waste their time on it. Cornell has done a great service with its loan collection of long and short plays, and will do an equal, if not greater, service this year by making it possible for location recreation leaders to have some training in dramatics. Our own office now has about five hundred good plays which any one may examine at the office. It has not yet seemed feasible to lend them.

"Last summer we placed a few pieces of play apparatus back of a public school. They are in constant use and fewer children are running on the streets. A 'Square Deal' Club takes care that each person gets a chance at the swings, see-saws, giant stride, horizontal ladder, swings and slide.

"Dancing is popular and justly so, but some changes in ideals need to be aimed at seriously. I believe that all rural organizations have special privileges and responsibilities along this line. They can and should see that there is opportunity and a proper place for wholesome, supervised dancing. Folk dancing is a far more social performance than the so-called social dancing. Old and young do join here in our granges in the old fashioned quadrilles, and in some of the newer big-crowd get-acquainted games which introduce square dances at every change of the music. These were very popular at the recent National Recreation Congress, and I can hardly wait to try them at rural community meetings.

"Specially made victrolas and records are now obtainable at \$50. These can be heard even in large halls and noisy crowds, and will play a big part in our May day festivals and in pageantry. As far as I know there isn't one in Sullivan County, but all rural groups not having other music and competent performers, will be urged to acquire such a machine and records for folk dancing. The accordion is used here with great success for square dances. Two nights ago a banjo and a piano provided music for a social dance. I might add that this dance followed a vaudeville and a one act play produced for a small rural community by the L. L. W's, a group of young women for whom the Home Bureau stands sponsor.

"The program was fine, and I believe it stirred the imaginations of those people sufficiently to make them want to produce something themselves, a

thing all the talking for it that I have done in three years has failed to accomplish. There is no surer way to the hearts of any people than through recreation, and no greater need to be found in our rural communities. I am proud to be having ever so small a part in meeting that need."

I was in Sullivan county not long ago and found Miss Adams of the Home Bureau and a nurse representing the Council of Jewish Women, definitely working for a community recreation project and which has since been realized in the Village of Liberty. They were doing that as their own recreation, something aside from their work in the county because they had seen the value of recreation. From these statements and through what you have heard and seen and done this afternoon, you surely realize the value of this sort of thing in breaking down barriers and forming a common meeting ground, a basis of common interest through which people can coöperate to do things that are considered more worth while than just the recreation itself.

The chemists tell us the one chemical that is most in demand, upon which chemistry is most entirely dependent, is sulphuric acid. You can measure the chemical progress of any country by the amount of sulphuric acid that it uses, and yet sulphuric acid itself does not enter into the final product. It is the re-agent which makes commercial chemistry possible. What sulphuric acid is to chemistry, recreation is to social progress.

When we come to the problem of city recreation, we find a relation to all of our social questions. If, in considering the social problems that bring us together in this Conference, we think only in terms of work in our own lines of activity, we have a wrong conception. The relations between the various fields are expressed by the circle. Every segment of the circle has a very definite relation to every other part of that circle, and you can enter that circle at any particular point,—from the standpoint of delinquency, from the standpoint of poverty, from the standpoint of health, from the standpoint of housing,—and you will find, before you have gone very far, that it ties right in with every other phase of social work. Dr. Healy hinted at it in this relation last night; the boy he told of failed when he was on probation because he came back to the gang on the street

corner. Dr. Healy said that the judge couldn't very well go out and break up the gang, thus recognizing the inability of the court alone to handle the case.

There is one judge in the country, Judge Jayne of Detroit, who has undertaken definite action in cases like this. He was the Superintendent of Recreation in the city of Detroit before he was elected a judge in that city, and when he became judge he began studying his cases of juvenile delinquency and asked the City Bureau of Recreation to assign him a worker. He secured for this work a young English woman with a striking personality, and whenever from any section of the city he would have two or three or four cases of delinquency he would send this recreation worker down there to study conditions, to find out what boys and girls were doing in their leisure time. In a way that was almost uncanny, she broke up the centers of delinquency by the organization of boys and girls clubs. They would form a street corner athletic club for the summer months, or a skating club or something of an informal nature that gave them an opportunity to organize the gang on a constructively wholesome basis. That thing actually worked for a year or two, and probably is still working in Detroit.

There is a vital relation between recreation and juvenile delinquency. In one city in the South, a judge who was interested in boys' clubs asked for the establishment of a branch club in a certain section of the city. A brief study was made and an area of a certain number of blocks was defined which would be the clientele for the club. In twelve months prior to the organization of that club, fifty-seven boys were in the juvenile court from that area. In twelve months subsequent to the establishment of that club, seven boys from that area were in the juvenile court. They found the figures of what the fifty-seven boys had cost the city and county, and what the seven boys had cost the city and county, and figured that the city had profited to an extent of \$5.55 in a cold cash outlay, to say nothing of the souls of the boys, for every dollar that had been spent in any way, shape, or manner in that boys' club in that congested area. Instances like this might be multiplied without number to show you how definite a contribution recreation is making.

Let me bring one other challenge to you who represent the communities of New York State and are concerned in their welfare. This definite challenge comes to you from the institutional worker, from the worker with the delinquent boy and girl. What are you going to do with these boys and girls when they come back to your community on probation or parole from the court or institution? One of the most difficult problems that we face today is to find for these boys and girls a real alignment that will help them have wholesome recreational activities while making good in the community to which they return. That is the challenge; it is a challenge that forward looking people are bringing back to the community, not only to prevent delinquency, but to help in the rehabilitation of these young people for normal life in their old environment.

Mr. S. Wales Dixon, the field representative of the Playground and Recreation Association of America, is here to talk about the "Present Status of Municipal Recreation in New York State." He will tell us what is being accomplished. Are we really making measurable gains or have we accepted recreation in principle and then stopped in the actual, practical working out of our program in our municipalities throughout this great State of ours? We are glad to have Mr. Dixon with us today.

PRESENT STATUS OF MUNICIPAL RECREATION IN NEW YORK STATE.

S. WALES DIXON,

Field Representative, Playground and Recreation Association
of America, Hartford, Conn.

Municipal recreation, as I look at it is one of the coming forces for good. It has been all of that in the past, but we haven't centered public attention upon it with sufficient stress; we haven't put the spotlight upon it, as it deserves. Even as I talk with officials of the municipalities of New England and New York State, I find that they have a very narrow conception

of the value of municipal recreation, and too often they say, "This is a thing I never had in my boyhood and I don't know why I should spend public moneys for this sort of thing. We still have the country, the rivers, hills, valleys and the lakes, and the boys can go outside for recreation if they cannot get it on their own street." You know that is an entirely false notion. All of us would give the children who are growing up today a great deal more in the way of advantages than we ever had, however good that may have been. We want to have the boys and girls growing up today safeguarded against some of the conditions and problems which you study and handle day by day.

To me, all boys are alike, and all girls are alike, excepting environments or viewpoints. To me it is just a case of whether or not some influence is going to be held over our boys and girls which will hold them true to a good career, and make them respectable and helpful in their community, or whether we just desert them, by which we may expect crime waves, incorrigibility, and lesser conditions to exist.

While I was superintendent of recreation in a nearby city, a group of college people came to me to have me think about a group of boys in their neighborhood whom they called "rough-necks." I hated that term "rough-neck" but that is the way it was put to me, and in a sort of way reflecting upon my department for allowing such a condition to exist. It was the case of a beautiful college, with a very beautiful campus, professors living in the neighborhood, very fine estates; boys within two or three hundred yards just west of that institution, all of them apparently a nuisance in that neighborhood. When these people called those boys "rough-necks" and spoke of them as "the boys over the rock," "the boys in Frog Hollow," I knew they exactly described their state of mind toward those boys. They were entirely outside of any sphere of influence with them. And I said, "It is just a matter of money with us whereby we could do something for that gang of boys," because I insisted that the only reason they were called "rough-necks" was because they had been neglected by the city. It had done nothing for them in their own immediate neighborhood, not even providing

a ball diamond, and they were breaking windows in that college and committing all sorts of petty depredations in that region.

Right near that institution was a quarry where they quarried the stone until they got so close up to the buildings that they had been breaking windows by blasting. The college people thought this property ought to be turned over to the park department. Just outside of that limit, one hundred yards from that point, were the homes of these boys. One of the ugliest looking structures you have ever seen, a stone crusher was the only building in the Hollow in front of their homes. I said, "If you are going to turn this property to the city and if I can have this building and equip that field, I don't believe you will talk many more years of the 'rough-necks' of Frog Hollow."

We had that old stone crusher given to the boys, and we cut off about two-thirds of it. With that material we built what we called the boys' club house. I knew the gang leaders in that district, I had seen them on the football field and baseball field, sterling boys, fine boys. It was just when they got together and had nothing to do that there was trouble,—a matter of no occupation outside of their business hours. Some part of the gang, I suppose, never did work. Nevertheless, when we gave them a club house we put two cords of wood outside the door on the ground and a saw and a buck, and I said, "Boys, if you want to keep nice and warm this winter, you buck up that wood and we will put in a stove and give you wrestling mats, some heavy iron dumb-bells, and Indian clubs." I knew they wanted something they could call their own.

We had a get-together in the yard in front of the door and when I turned over the key to them, I said, "I am looking to you fellows to have right here the beginning of a great club in this city." In two days I went around to the house at a time of the day when I knew none of the boys would be there, and saw in the building a display of college pennants (not one of them was a college boy, but they had them), and also post-cards, picture cards, and so forth, and I knew that they had accepted that room as their club house. We put in electric lights and a stove and it was a cozy place and I used to spend evenings with them there. We gave them a ball diamond and a football

field, and Trinity College never again talked about the "rough-necks" of their neighborhood because there were none such. They were as good a gang of boys as we had in our city. It was a matter of filling in the leisure hour.

It makes me sort of mad to hear people, very well-meaning people, talking about the rough qualities of some of the boys and girls of their neighborhood when their city hasn't done much to provide for their recreation. To my mind, we haven't yet begun to spend money on the matter of public recreation. When we talk about municipal recreation, I think at least of the municipality supporting it, where the funds are raised by taxation and the city accepts its responsibility and makes it part of the city government. To me, the recreation department is exactly as important as the water department, street department, park department, school department. It goes hand in hand with religious and mental training.

I prefer the term "recreation" to "playgrounds" which stands only as one spoke in the great wheel. The word "recreation" includes everything of that nature. I want the municipal recreation system to give to the boys and girls of school age, even down to the kindergarten, better facilities for play than they have ever had before.

But we are not going to stop with the school children; I want to be the champion of that class who have had to quit school and go to work to make a living. Those boys and girls must have a chance to play, because I know it will make them better citizens. I want the best people of the cities to have their share,—the ones bearing the burden and paying the taxes; and I say our recreational system must even give to them a place. If we organize our work well enough we will relate our work to two-thirds of the people because they need it.

Wealthy people, and people who are able, may choose their own ways of having their recreational life, but to me, two-thirds must be taken care of. That is always a big job. I don't want to stop with the active business men and business women; I want to go on still further and extend that period for play to the older men, the elderly folks, if you please. They should not so soon come to that point where they think their day has

gone and this day and generation are for the activities of the younger people. I don't believe that for a minute.

The municipal recreational system must supplement or follow up that good piece of work done by the department of physical education in the schools, by which the boys and girls may have their definite periods along the lines of accepted proper physical education or propaganda. But you will see, even for that group it is a question of the leisure hour, to give them something to do when they might be running the streets or free from home study. Every child ought to have some definite home tasks, and if there are not any real pressing duties for them to perform, the parents of our girls and boys ought to think pretty hard in making up some duties. They should give them some specific pieces of work to do, or occupational study, whether music, or what it may be, to take care of some of those leisure hours. I know in that next older group the boys and girls who go from school to work do not feel anything of responsibility when their day's labor is done, and maybe twenty-five per cent. of them live in homes where there is very little attractiveness, very little social life, and they haven't the viewpoint where they themselves could improve the atmosphere, and they may do something to burden the viewpoint of the old folks. They are irresponsible, and look for life, pleasure, and entertainment, and to my mind the recreational system will give them a substitute for chasing the movies, the cheap dance halls, the pool rooms and other very questionable pastimes by which I believe they spend too much money.

I think I would be right if I tried to get some good substitute from the standpoint alone of saving the boys and girls of our country some money; and still the recreational system will get them to go where they may entertain themselves and where in group organization they can entertain whole groups of people and have a genuinely good time, and as the years roll by they become an asset instead of a liability upon their community. That is what I believe the recreational system will do if given half a show.

Now we found different ways under which this municipal recreation works out. In some places I have seen the school

boards work this thing out splendidly, but not in the majority of cases, because it seems to me the school board sort of goes out of commission Friday afternoon and doesn't come in again until Monday and the children go on living Saturday and Sunday too. Then some one has to be on the job all through vacation; those people who teach school ought not to be still further used in that sort of scheme, for when they come back they ought to come back with vigor. Another group ought to administer this work.

In Chicago some people say they have gone wild on the matter of field houses,—you don't find them through the east, certainly not in proportion to the needs of the people. A park board will hesitate to ask the school board to let them have their buildings as social centers or for whatever purpose they may use them. From my standpoint it is the human side of it that we should consider. It is the organization of the people for the best possible use of the city property. Most cities are very well equipped in school houses and other types of buildings. Sometimes there are neglected buildings on dump heaps that can be well used as community centers after a thorough cleaning up, or at least they could be made into bath houses if nothing else. We ought to take an inventory of our stock and find out what may be used to better advantage than it is today. And so I say better than any of these agencies is the organization of a recreation commission whose sole business it is to study this proposition and to do this work.

You have a law, passed back in 1917, and amended to March 31, 1922, which provides for the appointment by city officials,—the board of estimate and apportionment, or the mayor, or the village president,—of a recreation commission to consist of five members representing different groups and different sections of the community. If you want to use parks you may have on that commission the superintendent of parks, or commissioner of public works; or if you want to use the school property, you may add a school representative. They should get together and definitely make it their business to study this problem and then to cover the field. And I believe that the recreation commission has worked this thing out best where there is the broadest possible

community organization. It has got to be for everybody in the community. This is the only basis upon which you can organize it and accept municipal funds. We have to work up to the highest pitch to bring every foreign racial group in our community to the point of taking out citizenship papers and taking a responsible part in our government, to which they may be an asset.

Without saying anything disparagingly of any city, I would like to give you an example of the methods of the recreation commission system. I will speak of Utica because the work which was formerly under the Department of Public Works and the Park Department, has broadened and gained impetus and stands better in public favor today since the creation of a public recreational commission. They have very free use of the properties of the park and the schools alike. The school board at first didn't just like the idea of the commission using the school houses at night for such purposes as a concert, a dance, an orchestra, or a community chorus. Some of the members of the board told me they would not vote for that, but they have since, and today they are very glad they did. This municipal recreational system is relating its work to the people in the community as never has been done before, better than Albany has done it, although capital cities are generally looked up to for leadership; I would like to see the capital cities of our states be leaders, with a view of making the greatest possible contribution to public welfare.

I believe if Mr. Scott had you folks an hour or so he would send you back to do a better job and a bigger job than ever before. I believe in song; and you do too, because in every succeeding song he led there was a heartier response.

I want to tell you a story about an older group. I said this recreational scheme ought to include all the people in our city who are able to walk and move around. We organized in a certain town not far from here, a fourth of July program, and I happened to be chairman of that celebration committee because I was superintendent of recreation. Thirty people studied the program as to what it included and what it didn't include, and found we hadn't taken care of the elderly people of the com-

munity. I thought it was too bad that we couldn't plan something for them, and they rather laughed at me. They said, the elderly people don't want your Fourth of July program; they want something of quiet and something of peace. I said, that is just exactly my idea; we will give them the finest section of the park and we won't allow a tennis game or ball game to happen. We will have a musical and literary program. And this is how it was worked out. We simply put it in the newspapers that we were going to have a section on that Fourth of July program for the elderly people of the city, no one under sixty years of age being invited or welcome. We were going to have music and various forms of entertainment furnished by the people themselves, arranged as quickly as possible. The newspapers took it up; the people in the city took it up and suggested some kind of prize for those elderly folks. We hadn't planned anything like that for the other sections. They liked the idea, and they wanted to help and offered to send their automobiles to get people there who otherwise wouldn't come. We had three hundred people over sixty years of age present at the celebration and they had one of the best sections I believe in that day's program. They had such a good time that they wanted to know if it could not be repeated another year. It was repeated, and they said that as July Fourth only comes very seldom during the year, couldn't we give them a chance to meet oftener than that? I called together a committee representing that group and we decided to hold thereafter monthly meetings, and now it has come down to weekly meetings.

This experience has made me very sure that we ought to encourage the father and mother to continue to sing with the boy and the girl in their home. They sing at their meetings, and some people have heard music back of closed doors and wondered what kind of a group was in there singing. I knew the spirit back of that singing in that room, and I don't care if they were murdering music from the musical standpoint, to me it was good. It was good because of the spirit back of it. The young people said, "What do you do up there? My father and mother won't tell us. They talk mostly of what they are going to do at their next meeting." It is not uncommon at all for a woman to

rise out of her seat and go over and play the piano, and it is a regular thing now at their meetings to have people stand and sing solos, and duos, and trios, and mixed quartettes in splendid fashion. It is better than it used to be just because they dare do it amongst themselves. And if we didn't do any other thing in our recreational system, that thing alone paid more than we ever spent for public recreation and it has gone a long ways in changing the homes. The young people have felt a different atmosphere in their home, I believe their lives have been broadened, and I want the recreational system to mean just that,—that we will go clear through and relate our work to every one.

How many of you are conversant with the law in New York State relative to municipal or public recreation? You should be interested in public recreation because it certainly greatly influences, and is closely related to, your own problem. It makes your work easier. The best advocate the municipal recreation system has is the policeman who has had trouble with boys on the beat. The public recreational system changes the relation and the policeman becomes the friend of the boys.

As Mr. Scott said, the real value of getting the people together is in getting them acquainted. If we can get them singing and playing together they will get acquainted in the best possible way, and then instead of our saying of the man who lives around the corner, that we know he works in some corporation but we don't know his name or know anything about his home, we will come to know him and meet him on common ground and study our community interests together. The people of the cities own the school houses and the parks and the best way to get their full value is to give them a greater usage. I was told once that I spoiled a two hundred acre park. But before we put in a public golf course and ball diamonds and fire places where people could go and rest and broil their chops and steaks and have their picnics, I know they didn't have fifty people every day in the year, and now they have one thousand a day. Isn't this informal grouping here and there all over that park a better use of it than before? It was a deserted place, a rendezvous for a few automobiles that might stand along the roadside. The people in the south end of the city didn't have the use of it at all.

We live too closely and don't even have a balcony to look out on the street and we haven't a green plot where we may stand on the grass. We have got to go to the parks to get it. The city must do it and pay for it, and if we can put the business men on their feet physically, if we can give better bodies to the boys and girls of our community, give them a better social life, it is worth while.

I would like to tell you how we have helped in many cities to change the social life of the young people of the towns through nothing but better conducted dance halls. I knew when I was playing baseball that the crowd who sit in the bleachers and yell their heads off against the umpires do not represent the best in baseball; the people who make a nuisance of themselves are in the minority.

People like the clean thing, whether in sports, song, or dress, or what it is. We cannot fall down. Our communities are better or worse because we live in them, and we have got to put our influence on the right side, and one of the ways we can do it outside of the study of our own particular job, is to get interested in our own community's recreation. Get a copy of the Recreation Law, chapter 391 of the laws of 1922, dealing with the appointment of municipal recreation commissions. It will help you in your problems.

I believe the only way to get anywhere with this matter of public recreation is to start it in one of the large centers. Through your paid officials you are going to give this work to larger groups, institutions, stores, factories, dependent institutions, and I think you can relate this work to every institution in your city, town or village or in the country to the farmer, to the individual, to the home. I want the recreation of our cities really to be very appealing to the home. I have seen whole families come to the evening recreational center, and the father dance with his next door neighbor, or certainly with his own daughter, the mother with the boy and girl. I have seen them laugh, and sing songs, and play games and dance together, when perhaps the young people would be swept off the floor by nothing but the Virginia Reel, the Paul Jones or the old fashioned schottische. I have heard the dancing masters say that they had to

teach the old fashioned dances to the young people who had watched the old time dances and wanted to know how they could dance them properly.

If we can put this across, the boys will not be found in the pool rooms, the finest soil in the world for all the deviltry and crime, where things start all wrong. We have got to get together and hit that thing hard. We can do it through the provision by the municipality of a better substitute. I want you people interested in this problem to help. Great organizations like the Russell Sage Foundation, the Playground and Recreation Association of America, and others stand at your service to help you solve your problems and you ought to ask them more than you do. We are justified in spending a whole lot of money for this purpose, certainly more than we have spent up to the present time, and I believe the boys and girls of today, when they come to maturity and are ruling our cities, will be a new class and will appreciate the reasons for giving the boys and girls more opportunity.

CHAIRMAN ATKINSON: The meeting will stand adjourned.

FIFTH SESSION.

WEDNESDAY EVENING, NOVEMBER 15th.

Topic: Rural Community Organization.

THE PRESIDENT: This session of the Conference will be devoted to the consideration of the topic "Rural Community Organization," and is under the direction of Mr. James T. Nicholson, Director of Education Service, Washington Division, American Red Cross, Washington, D. C. The meeting is therefore turned over to Mr. Nicholson who will preside.

JAMES T. NICHOLSON: This evening's conference marks, I believe, the second session that has been held at a New York State Conference in regard to rural community organization. Every time I use the word "Organization" these days, I remember the remarks of a State official who said, "I am for an organization that will prohibit the organization of any more organizations." [Laughter] Now I have an idea that he made that statement primarily for the purpose of being clever and yet at the same time we do stand faced with the fact that communities are more or less overrun today with a great number of organizations. But we should not be so much concerned with the abolishment of organizations as we should be concerned with the organization of that effort which is being expended by organizations.

A short time ago I heard a boy give his explanation of what organization is. He said, "Jimmy and Johnny were two boys. They were pals. They were walking along in the woods and Jimmy, being the older, wanted to show off, so he saw a bumble bee on some golden rod and picking up a stick he clipped the bumble bee off the golden rod and knocked it into the roadside. He looked to see if he had made an impression on his *chum*. A little bit farther on he repeated the procedure. Still no signs of great interest. And a third time he did it. By that time the

little fellow was pretty sore. Just ahead of him was his chance; there was a hive of bees. He said, "Jimmy, you dassn't tackle them; they are organized." [Laughter]

We seem to have plenty of ability to become quickly organized for destructive accomplishments. It seems unfortunate that it should be so difficult for us to organize effort for the securing of constructive results.

Tonight's program of this session goes on from where we left it last year. Perhaps you will consider it elementary as we shall concern ourselves only with simple technique, yet I believe those things we are discussing tonight are fundamental. The first topic on "Community Organization for Rural Social Work" will be presented by Professor Dwight Sanderson of the New York State College of Agriculture, Cornell University. I have pleasure in presenting Professor Sanderson.

PROFESSOR DWIGHT SANDERSON: Mr. Chairman, and Friends. You will pardon me for reading, but this is a rather large subject to be covered in a short time; I hope that I may contribute something towards it although I am sure it will not be nearly as illuminating as the evidence of Community Organization which Mr. Scott gave you this afternoon. I think that was a very good illustration of one or two of the points I wanted to make.

COMMUNITY ORGANIZATION FOR RURAL SOCIAL WORK.

DWIGHT SANDERSON,

Professor of Rural Social Organization, Cornell University.

Why Community Organization for Rural Social Work? Certainly what little social work done in rural communities in the past has not depended upon community organization. Will community organization encourage social work and make it more effective? Analysis of the question raises four others: (1) What is community organization? (2) What is rural social work? (3) What should their relation be? and (4) How can this be brought about?

Considering the second question first, it may be assumed that

rural social work is no different from social work in general except as it may require a different stress upon certain kinds of work to meet conditions which are somewhat characteristic of the rural environment. What then do we mean by social work? I have a suspicion that we mean many things, and that we are coming to use the term very loosely often with a consequent loss in clear thinking. I shall not attempt to define the term, for the definitions of recognized authorities are so contradicted by current usage that one pauses before attempting to give limits to a term which is still in the making. I merely wish to indicate that we must have some mutual understanding as to what sort of social work we are considering in connection with community organization. If we hold social work to be "the whole complicated net work of activities which center around the social problems of poverty, disease, crime, and other socially abnormal conditions,"¹ as defined by Dr. Devine—than whom I suppose we have no better authority—then I see little immediate prospect of rural community organization being of much assistance in meeting these problems of the abnormal. He definitely excludes the family, the church and the school as agencies of social work, which, he says, "is distinguished from the socially beneficial institutions which serve all members of society alike, in that it is undertaken by the stronger and more fortunate members of society in behalf of the weaker and less fortunate." I have no fault to find with Dr. Devine's position, and there is much to be said in its favor, yet we have a committee of this Conference on Recreation and another on Rural Community Organization, and the National Conference has a section on The Local Community, none of which are primarily concerned with the abnormal. Very commonly we speak of scout executives and community building secretaries as social workers, though they deal with the abnormal only incidentally. If the activities of such organizations may be termed social work, then must we not extend the term to all agencies which endeavor to establish better social relationships? Is the home bureau agent who teaches better methods of household management, the care of children, and encourages the development of home and community, a social worker, or must the

¹ E. T. Devine. "Social Work," p. 19. Macmillan, 1922.

term be reserved for the visiting housekeeper who works for a philanthropic agency, private or public, whose service is initiated by her employer rather than by the people themselves?

The fact is that in our thinking on these matters our point of view is shifting from the historical origin of social work in charity, philanthropy and social reform, to a more inclusive usage having to do with preventive agencies such as education, recreation, health, and religion. Health work offers a close analogy. Formerly the physician who gave medicine for the cure of disease was alone in the health profession; but recently the emphasis is shifting to hygiene and sanitation and we have doctors of public health and sanitary experts who are not doctors of medicine.

This shifting attitude toward social work has recently been well expressed by Dr. Stuart A. Queen, who concludes the first chapter of his "Social Work in the Light of History" with the statement: "But it seems quite certain that there will be a residuum centering about the service to persons seriously out of adjustment with their surroundings and to groups badly disorganized. Whether the term social work be attached to the civic responsibilities of every one or to the specialized services just indicated matters little. The probabilities are that the latter will become the function of a definite professional group; while the former, under a different name, or perhaps bearing no specific label, will be frankly unprofessional. The signs point to a minimizing in the twentieth century of charity, philanthropy, uplift, etc., with the development on the one hand of professional service, and on the other the expansion of civic responsibilities of the common man."¹

Nor do I wish to stickle for terms, but it would seem that there is a growing number of employed executives whose work is broadly social but who are chiefly concerned with the socialization of the average people of the community. It would seem that we might distinguish between social work which is ameliorative, which is conducted *for* the recipients, and that which is conducted *by* the people for their own advancement. The latter type of work might include educational, recreational, civic, fraternal, and

¹ Stuart A. Queen. "Social Work in the Light of History," p. 29. Lippincott, 1922.

religious agencies. If we are to restrict the term social work to the former type, might we not call the latter *community work*, and call the scout executive, the recreation leader, the home bureau agent, and Christian association secretary, *community workers*?

This distinction seems important because the two types of work have some fundamental differences in objectives and methods, although some agencies, such as the social settlements, combine both types of work. Social work in the narrow sense must ever be more or less of a philanthropy; but nothing is more fatal to community work than the philanthropic attitude.

I have dwelt upon these distinctions because they seem essential for the consideration of social work, in the broader sense, to rural community organizations. For social work in the narrower sense I see little prospect of material assistance through rural community organization in the immediate future, although ultimately the organized community will turn its attention to its more unfortunate members and its assistance to them will be more effective and more permanent because the community will act more intelligently. It is the broader social work, which may be called community work, in which rural communities are most interested and for which their better organization seems essential.

In cities the rise of councils of social agencies and community chests marks distinct progress toward community organization, but most of these are really federations of organizations and do not enlist the active participation of the general public except in contributions. Most of these movements include agencies for social work and those for community work. The most ambitious attempt at community organization with the service of the more unfortunate as its chief object was that of the social unit in Cincinnati, whose success or failure has been variously evaluated. I know of no instance where the better organization of a rural community has been motivated by the desire to better serve its abnormal members. Yet there are hundreds of rural communities in which there is considerable progress in organization which has arisen from the appreciation by the people of their community needs and which have had a minimum of paid leadership or direct financial assistance. It is, then, in this broader sense of social work as community work that I would consider

the topic under discussion, as I presume was the intention of the committee who suggested it.

Returning to our first question, "What is community organization?" let us seek an understanding of what it is, how it arises, and what are its aims, with reference to rural communities. As I conceive it, community organization "is that integration of the social forces of a community which will best advance the socialization of the members of the community by furnishing a means for their unified action in the chief concerns of life, thus making possible a progressive realization and attainment of the highest social values. It is but a means for the fullest socialization of the individual, necessary from the increasingly complex social organization of the community, but is not an end in itself."¹ Community organization may involve some mechanism such as a community council, federation, or league, or it may consist in merely such an understanding between organizations and the general public, that unity of action in promoting community progress is secured. Some of the most real community organization has proceeded without any formal relationships between various forces in the community, but from their common devotion to its welfare. "The important thing is not the creating of another new organization in the community, but to afford the means for the greater efficiency of the existing organizations and agencies through united action and for the creation of any others which may be needed. Community organization consists not in the mechanism but in the process of unification resulting in community character, quite analogous to the organization of the self of the individual. The mechanism must, therefore, depend upon the character and stage of development of the community and will be modified from time to time as its experience, or that of similar community organizations, warrants."²

To understand rural community organization, an appreciation of the causes which impel it is essential. "Usually the immediate cause of attempting community organization is the common desire

¹ Dwight Sanderson. "Some Fundamentals of Rural Community Organization," p. 70, Proceedings Third National Country Life Conference. University of Chicago Press, 1921.

² L. c., p. 77.

to meet a need which cannot well be realized except through the united effort of the whole community. Improved roads are needed, a library or playground is desired, a Liberty Loan must be raised, a Fourth of July celebration or a pageant is to be undertaken, a band or baseball team needs financial support and patronage to prevent its disbanding, hard times or a fire make unusual aid necessary to certain families, an influenza epidemic compels a united effort for the care of the sick. In all such cases a citizens' committee is usually organized which represents various organizations and interests so that the support of all the elements in the community may be enlisted. When any common need is of such a magnitude or of such a nature that it is not within the field of any one organization or agency, then some form of at least temporary community organization is necessary. When some of these needs, such as a community house or a public health nurse, require permanent maintenance, and the co-operation of various organizations is essential for the success of the enterprise, then some permanent form of community organization becomes desirable. If a community organization is to be permanent and is really to function, there must be work for it to do which cannot or will not be done by existing agencies.

"A second cause for community organization arises from the increasing complexity of human relationships, even in a rural community. The life of simpler or more primitive communities is a unit with regard to all phases of their life, religion, government and social affairs. Such were the township, of colonial New England and many a community in the pioneer stage. But in modern times a multiplicity of voluntary associations have sprung up and have spread from one community to another. In many cases the members of such organizations become more loyal to them than to the community; organizations become self-centered and divisive rather than devoted to the community good. Not infrequently more than one organization undertakes the same or similar work, or the demands of one clash with those of another, and social confusion arises. When this occurs in a large city between organizations which are supported by the wealthy or by different groups, each may go as far as its resources will permit; but in the rural community where organiza-

tions must be of the people and supported by all of them, such a situation cannot be tolerated for both funds and leadership are limited.

"Organizations arise to meet recognized human needs, but no one organization can meet all the needs of the whole community. Nor do all organizations appeal to all people. Men associate according to their special individual interests, some are more interested in religion or business, others in social life or athletics, or what not. As the organizations representing these interests become more and more specialized, each individual belongs to several organizations, whose interests sometimes conflict and members of a community are arrayed against each other. Thus an individual is sometimes involved in a divided loyalty between two groups, and finds himself with a conflict of purposes. The character of the individual is measured by his ability to resolve this conflict of his interests in one dominant purpose. So the welfare of the community can be secured only by a unity of purpose among its organizations in their loyalty to the common good."

"A third underlying motive for community organization which is just coming to receive recognition, is the need of defending the interests of the local community against the domination of national or state organizations, of maintaining a necessary degree of local autonomy."¹

Rural community organization is a movement which is arising within the communities themselves from an appreciation of their need for greater social efficiency and for better means of community progress. As the life of the rural community becomes more complex it very naturally seeks some means of better integration both because it is a natural social unit and because of its limited resources. It is unnecessary to discuss here just what constitutes a rural community, but most commonly it consists of a village center and the surrounding farms within an area tributary to it. Neither the village nor the farm area constitutes a rural community, for their interests are inextricably related and

¹ From "The Farmer and His Community," by the author, in press. Harcourt, Brace and Co., New York.

each is dependent upon the other. The rural community may be briefly defined as consisting of the people in a local area tributary to the center of their common interests.¹ One source of strength of the rural community lies in the relative permanency of residence and the consequent acquaintance and attachment of its people. Furthermore, the rural community is limited both in wealth and leadership so that it cannot by itself support many paid workers or over-many organizations.

We need not discuss the form of community organization, for that is still the subject of numerous experiments. In a small hamlet it may be a community club, while in a larger place where there are numerous organizations some form of a community council may be the best agency. But in all cases the essential is that there be a means of conference on community work between organizations and interests, without any attempt at control of their activities.

Of all the unsatisfied interests which stimulate the organization of rural communities, that of play, recreation and sociability, is most prominent. The rural community is feeling the competition of the town and city and has come to the point where it is forced to provide satisfactory recreation and amusement for its young people. The problem is larger than any one organization can meet and team-work is essential. The boys of a community need a place to play basket ball. They represent all elements and only by the support of the whole community can sufficient resources be secured to meet their need. Recently in a small village in Erie County the four Sunday schools formed an athletic association and built a gymnasium where basket ball teams play and other athletics and gymnasium work are enjoyed. Because of the lack of such facilities rural communities have become greatly interested in community buildings and they are being built or old buildings are being remodelled in scores of villages in this and other states. But if a community building is to be really a *community* building and not merely a club house for a certain organization or a parish house for a church, then it must

¹ See "Locating the Rural Community." Cornell Reading Course for the Farm, Lesson No. 158.

be owned and operated by some sort of a community organization. Community buildings are thus very frequently the means of better community organization.

This illustrates what seems to be an essential feature of the process, namely, that if community organization is to succeed and be permanent it must have a real job; it must be the means of meeting a real need which presses for satisfaction. Neither the mere desirability of coördination and correlation of effort, nor the best conceived plan of organization, will stimulate a live community organization. The people must feel a real need and they must have the disposition to work together. Often the first step in community organization is to secure better feeling among its citizens and more civic pride and loyalty through a community picnic or field day, a pageant, a banquet, band concerts, or some such community activity in which many participate and all experience emotional satisfaction.

The nature and aims of community organization just described indicate in part the answer to our third question of what is its relation to social work, and the very statement of our topic, Community Organization and Rural Social Work, indicates a new attitude toward the organization of social work in relation to the community. The fundamental question involved has been clearly analyzed by LeRoy E. Bowman in a review of three recent books on community organization, entitled "Service or Organization?"¹ Is community organization a method of making possible certain forms of social work and bringing the community up to certain preconceived standards, or is it a means whereby the community shall be brought to see its own needs, shall be stimulated to create its own standards and ideals, and whereby it may educate its people and gradually work out its own problems? I hold to the thesis that in last analysis no form of social work can be permanently maintained or have a lasting effect in a rural community unless it satisfies a need of which the community is conscious. No matter how efficient the service of the social worker or how undeniable are the results, until the community as a whole is brought to a realization of its worth and participates in it, there is no assurance of its permanency.

¹ "The Community Center." Vol. IV, no. 4, July-Aug. 1922, p. 78.

The issue has been clearly stated by Dean A. R. Mann in an address discussing this matter: "No program," he says, "manufactured on the outside by an overhead organization and sold to the rural community ready-made and set-up is likely to go. It must spring out of the local conditions and be geared up to meet those conditions. . . . Superimposed organizations are usually doomed to failure because they express the interests and the judgments of those without the community rather than those within whom they are intended to serve. In dealing with rural affairs it has long been a common mistake to underrate the validity of the farmer's own judgment as to what is good for him. Ordinarily the most serviceable rural organizations will be built out of material in the community. . . . Any movement which does not have as its dominant aim the best interest of the community, helping the community to help itself, strengthening its hands so it can do its own work, should be guarded against."¹ The community like the individual must be brought to do its own thinking and to make its own judgments if any real character is to result. The process of education is slow and often more trying for the teacher than for the child, but unless the child is brought to act for himself on his own initiative, he will always remain a child. We may legislate and endow and serve communities indefinitely without permanently bettering human conditions, for without self-help no true growth in character is possible, and it is the finer human spirit which is the goal of all social work.

I emphasize this point of view because the present is an era of organization and many a rural community is becoming somewhat bewildered at the many movements and organizations which invite themselves to its service. I can see no means of determining just what forms of social work are most needed in a given community except through a study of its problems by the community itself, whereas the usual procedure is for each organization to seek to arouse the interest of the community in its own particular line of work irrespective of what is the most immediate need.

¹ A. R. Mann. "Social Responsibilities of the Rural Community." Cornell Extension Bulletin No. 39.

It took some time for the extension services of our agricultural colleges to learn this fundamental principle of rural social work, but they have found that the permanent success of their work has been in direct proportion to their placing responsibility upon the community itself in showing it how to work out its own salvation with the assistance of such agencies as may be necessary. It is in bringing rural communities to study their own problems and work out their own programs for meeting them, that the Farm and Home Bureaus are doing an inestimable service. For stimulating the social as well as the economic life of the community, the Agricultural Extension Service of West Virginia University has devised a very interesting country community score card,¹ with which the people of a community make an analysis of its condition and score its attainments and deficiencies with the assistance of one or two outside specialists. One hundred communities have been scored once and some of them three times, and a lively interest in community improvement has developed. I know of no more significant work in rural community organization.

Another promising method started by one of our County Farm and Home Bureaus is the holding of community meetings under the auspices of a joint committee representing all the leading organizations of the community, for hearing speakers on community problems and for the promotion of good feeling through various forms of entertainment. Where successfully maintained such community meetings might well appoint committees to investigate and report on possible community enterprises, and could then find ways and means for their achievement. From such beginnings, even though there be many failures and set-backs, community organization will gradually grow.

The fundamental question is whether it is more important to get immediate results in a given project or kind of work or to incite an interest in the community so that it will perceive and tackle its problems and develop social attitudes which will ensure progressing ideals. If the latter be the objective, then the per-

¹ Nat T. Frame. "Lifting the Country Community." Circular 255, Extension Division, College of Agriculture, West Virginia University, Morgantown.

manent success of social work will be directly dependent upon the degree of community organization.

This being the case, how may this relationship be achieved? It is obvious that many lines of social work cannot be successfully maintained without the employment of trained workers or executives. Even the church, the most fundamental of all rural institutions, depends upon employed clergy. The average rural community is too small to support that specialization of service which is common in cities. This means that several communities must coöperate in the support of employed executives, for which the county has usually been found the most satisfactory unit of organization. Furthermore, inasmuch as much time of county executives is absorbed in travel, less specialization is possible and more coöperation between them is necessary than in compact cities. In view of the fact that contacts with a given community by the county executive can be only occasional, it seems evident that the success of any line of work will depend in large measure upon volunteer local leadership. The rural social worker must, therefore, be an educator and a trainer of leaders as well as a technician. The demand is for trained and experienced executives who understand country life, who are able to analyze local situations and reveal to communities their needs; who have the ability to inspire and direct volunteer service; and who can secure co-ordination of local interests and agencies.

Two lines of effort are now needed in rural community organization. First, all county and state executives should actively encourage communities in devising means for realizing and studying their needs and for creating desire to solve them. This is not the work of any one executive or organization, but is a responsibility of each and all. When outside agencies come to have the attitude that they can have no claim to community support unless they are invited to enter it by a group which is really representative of the community, their executives will take a more active interest in community organization and will be more willing to look at the promotion of their special work from the standpoint of the real needs of the community than from that of their own interest.

Rural communities are often suffering from the competition

between organizations for the services of their recognized leaders, who are too few at best. The remedy is to discover new leadership or for different county-wide organizations to carry on their work through committees or departments of established local organizations. Farm people do not have time to attend numerous meetings.

Secondly, if outside agencies are to approach their possible service to rural communities in this attitude, they must become better acquainted with each other's aims and methods. If county executives are to best serve the local community, they must be able to work together, and their failure to do so is sometimes impeding community organization. To this end there is a pressing need for conferences of county wide organizations and officials, particularly those who are engaged in similar or nearly related kinds of work such as recreation, health, education, religion, etc., so that they may better understand each other and may work out a plan of procedure with individual communities.

Furthermore, the county itself is but a larger community, and there should be a conference representing its different organizations and local communities which can consider what are *its* needs for social work and how they may best be met. Does a county without any organized work for boys and girls need a paid leader for junior extension work, a county Y. M. C. A. secretary, a county Y. W. C. A. secretary, a boy scout executive, and a girl scout executive, or which of these should be encouraged first, or may some of their functions be combined? How many public health nurses does the county need and under what auspices should they be employed? Surely the combined judgment of such a conference would be more representative than that of any self-constituted committee for initiating any of these lines of work, and though such a conference should assume no effort at control, the state or national agency which entered the county without its advice and coöperation would assume a large responsibility.

At its last session this Conference passed a resolution favoring such county conferences, and beginnings are being made in various ways in several counties. This movement cannot be forced and will be successful only as the county organizations and their

constituent communities feel the value of getting together. But there is a real need for some agency which may bring them to see their need for joint effort and which may be instrumental in bringing them together in conference and giving counsel and guidance to their community work. At present there is no agency for promoting social work on the basis of county and community needs or for encouraging communities and counties to consider their social problems and to plan constructively for their solution. I understand that in Wisconsin the state conference on social work employs a full time executive, one of whose duties has been to organize and conduct county conferences, and I believe similar efforts are being made in other states. Probably there is no one organization which so well represents all elements and interests of social work in New York State as this Conference. May I presume, therefore, to suggest that it consider the feasibility of employing a field secretary who might give most of his time to the organization of county conferences and who might be a general adviser to county executives and a source of information on community organization for rural social work.

Most of the population of New York State lives in cities, but we have a rural population which has equal need of constructive social work, and whose influence on the whole life of our State is out of all proportion to its numbers. Rural social work has so far been an outgrowth of that in cities and has had the point of view and methods of its parent organizations. But the rural situation is fundamentally different from that which gave rise to social work in cities. Although rural social work will always include an element of philanthropy, its foundation must rest on community responsibility. Some of our distinctly rural states are aggressively facing this problem. Has not the time come when the Empire State, with all its wealth of money, mind, and heart, should give active support to the better organization of social work by the rural community?

CHAIRMAN NICHOLSON: Professor Sanderson has referred to a resolution that was passed at the last Conference in the Rural Organization Round-Table Conference, regarding the question of county case conferences. It has been, our desire, therefore,

tonight to have a paper on that particular question. I hope at the end of this session there will be sufficient time remaining when we may discuss some of the points that have been raised.

When I saw the program in print of our session tonight, I had some misgivings for I noticed that with the exception of Professor Sanderson all of us seemed to be connected with the large cities in the country. I was talking to the next speaker and told him that I had been even more skeptical about asking him to speak because when I first knew of him, he was connected with the American City Bureau. He assured me however that he was a bona fide member of the rural sections, that he had been born in the country and had been raised on a farm. Therefore we are going to permit him to speak!!! I am particularly interested to know what he is going to say because not long ago in talking to a member of a Chamber of Commerce this was said about him: "He is a rare bird. He is an economist with a social point of view." It gives me great pleasure to introduce Mr. Lucius E. Wilson, writer, teacher, and the President of the General Organization Company of Chicago, Illinois.

WHAT COUNTRY LEADERS ARE THINKING TODAY.

LUCIUS E. WILSON,

President, General Organization Company, Chicago, Illinois.

The Chairman in giving me that flattering introduction should have added that not only am I an honest-to-goodness farmer, a dirt farmer, not a book farmer, but the only living member of the Grange in the city of Chicago. And since this biographical statement ought never to be left incomplete, permit me to add that I am qualified to testify regarding farm conditions not only because I am a dirt farmer, but because I taught a country school two years and "boarded 'round." I know of no other training that should reasonably be required of a man before he testifies in regard to country life. I am in favor of the employment of county home advisors. If you had eaten for breakfast five mornings in a week a peculiar composition impervious to anything but

a sharp knife, called the buckwheat cake, and had another mysterious concoction, fried pepper diluted somewhat with potatoes, you too would be in favor of the county farm home advisor. [Laughter]

However, not all the farm life is so hopeless as that. There is much of the country that no level-headed person will ever forego and I doubt seriously whether any normal man born on the farm dies without dreaming of the time when he shall again go back to the farm.

In making the attempt to tell you what country leaders are thinking in a space of twenty minutes, I shall have to hit a few of the high spots and a few of the low ones. Today the low spot in country thinking grows out of the economic conditions of the deflated farmer. The farmer was deflated before any one else was and much more efficiently. I could tell you particularly of what farmers are thinking, because last night on the train two farmers from the northern part of Minnesota told me that they were thinking of not digging their potatoes this fall because thirty-five cents a hundredweight was not enough to pay them for the digging and the haulage to say nothing of the cultivation throughout the year. Yet the deflated farmer from east to west in America is doing today community things that would have been unthinkable twenty years ago in the face of what was then a surprising prosperity. The way to ascertain the condition of the country mind is through the country organization. We may feel towards a multiplicity of organizations just as the Chairman did tonight,—we may want to kill them off. Nevertheless it is through the farm organizations that one tests more or less accurately the thinking of the leader, and what the leader is thinking today is what the rank and file will be doing tomorrow.

Community leaders in the country will usually be found within the membership of the County Farm Bureau. Sort out the active members from its roster, and there will be found the community leaders, the rural leaders of that county.

The history of the County Farm Bureau is particularly illuminating with regard to social work because, although the Farm Bureau began as a purely economic service, it has graduated into a genuine and really efficient community service. One may smile

sardonically at the early efforts of the County Farm Bureau. When the movement was initiated, the ideal of the average County Farm Bureau was to teach a farmer how to grow a bean and a half where one bean only had grown before, and no one ever paused to inquire what the farmer was going to do with the extra half bean. Now, as a matter of fact, the growth of two blades of grass where one grew before is a most inconsequential thing unless the second blade of grass is used for some purpose. The mere production of the grass itself is not a phenomenon sufficient to excite any wild enthusiasm. While some of us may have to eat grass, as Nebuchadnezzar did, we hope not to. The County Farm Bureau, beginning as an economic effort to teach the farmer to raise more and more stuff, found itself very shortly astride of a philosophy that was carrying it to destruction. As a matter of fact, if the farmers of America were next year to suddenly double their production, per man, or per acre, the price of farm produce would decline to such a point that we would all go broke. Out of that enormous production would come a panic. The great problem before the County Farm Bureaus as it was perceived by themselves, was to teach the farmers somehow or other to want to live bigger, finer, more complete lives, and at the same time to enable them to get the money with which to live bigger lives. Out of that discovery has come the modern movement for good roads in America, and this right in the midst of what we regard as a tremendous economic depression. There are more miles of good road being built, I think, in America this year than in any single preceding year.

The reaction of community improvements upon the farmer's mentality is revolutionary. A farmer, living on a state road, seeing his children transported to the township unit school each day where they enjoy an equipment that was hardly dreamed of in a county seat high school a few years ago, cannot remain indifferent to the progress of the world. He is the sort of man most ready to listen to the county farm agent when he talks about modern soil chemistry, or physics, or the science of plant life. In other words the man who lives one part of his life in 1922 will inevitably be compelled to live the remainder of his life somewhere in the neighborhood of 1922. A farmer cannot live on modern roads,

enjoy modern schools, take the daily newspaper, become an intimate friend of community games and still fail to do the things the up-to-date farmer must do in the fields behind the barn.

Up in the state of Vermont about a dozen years ago there was born the Bennington County Improvement Association, whose purpose was to improve the condition of the farmer in the county. And how was it gone about? I submit to you that the crassly materialistic thinker would have undertaken to change the physical condition of the farm. Marvelous things have been done in Bennington County, Vermont, in the last twelve or fourteen years. To begin with the price of farm land has doubled, trebled, quadrupled, and in some cases sextupled. And why? I assure you it is not because the land was moved any nearer New York City or Boston: one of the peculiarities of the Vermont hills is their fixity of purpose, they have stayed put. Nor has the quality of the soil changed; it is about the same old soil that has been there for one hundred years to the knowledge of a few families. Nor has there been any material change in railroad transportation. In short, the soil, the location, yes, and the climate; have remained unchanged.

The great change has occurred in the minds of the men who occupy the soil; and because of that change in the spirit of the people, the price of land in the market of the world has altered tremendously. As a matter of fact, inasmuch as the Chairman tonight has dubbed me an economist with some kind of a slant, I am tempted to pursue that thought one step further, and to lay down this general statement which is directly in the line with what Professor Sanderson told you, that truth is discernible by its result. Any time that community work does not bring about an economic change in the community, it is not worth doing. "Aha!" says somebody. "He is a rank sort of a materialistic fish." [Laughter] No, far from it. The test of the value of community service lies in what it finally accomplishes in the community, and the only way that the world moves forward is through stirring the spirit of men to undertake new things. I should like to leave that definition with you. The final test of community work is this: does it induce men to undertake new things?

Now the balance of prosperity lies with the city or the town or the community that dares to do new things. Always that. Show me a town where men dare to launch out and tackle new things and I will show you a community in which prosperity becomes a tradition. Show me any place where the spirit of men is eternally alert to image new things, to undertake new things, and I will show you a place where men carry through that multitude of changes that we call progress. The value of everything in which men deal is made out of the spirit of the community. The value of farm land in Vermont was made not by its location, nor by its soil, nor by its climate, but by what men thought who lived on the land.

Down in the State of Connecticut seven or eight years ago, just before the war, I saw a bit of alleged farm land sell for \$225 an acre. There was a trace of soil on top of a great deal of rock, and it brought \$225 an acre, for truck farming purposes. The same year I saw black lands in the Mississippi Delta soil for six dollars an acre. Yet the magnificent black land of the Mississippi with a soil twelve feet deep is practically exhaustless in the hands of the most careless agriculturalists. Why should the wonderfully fertile soil of the Mississippi sell for a fraction of the price paid for the relatively sterile soil of Connecticut? The answer is this: If you were to transfer the highly intelligent, aggressive, enterprising occupants of the truck farm of Connecticut to the black land of the Mississippi, and take the careless, slipshod and indifferent negro laborer from the Mississippi, you would by the same act interchange the selling price of the land. The same truth applies to the growth of cities. The value of real estate in a city is made by the spirit of the people there. Farm leaders are thinking these things. The men whom you will find active in County Farm Bureaus in the best parts of the United States today will tell you that they realize that the only creative force in the world is the constructive thinking of men, and that any organized effort which results in the stimulation of constructive thinking among men is worth what it costs.

I looked over this audience this afternoon in the midst of one session and asked myself the question, "What is the one outstanding problem for this audience which if solved would most

nearly relieve you from difficulty and set you on the road toward immediate efficiency?" I believe the answer is found in the statement that a certain and undisturbed flow of money to pay for the work you do would possibly be the one single thing which would immediately set you free to do the best that is in you. Yet when the time comes, as it comes with every local organization, to collect its money for the coming year, somehow or other you must bring home to that community, city or county, the bald fact that the work you do for the betterment of man finally reacts upon the value of every piece of property which other men hold so dear.

When a community learns that it dares to give away money, it is on the road to a sure future. America, a few times in her life has dared to give, and in each instance America has won thereby. Show me an individual who dares to give money away, and I will show you an individual who dares to invest money in doing new things. The only reason a man is a tight-wad is that he cannot make himself believe that the dollar given away today will ever return. The tight-wad lacks some bit of moral fibre, some bit of that last element of courage which leads men to take a chance on tomorrow. The pessimist is a dangerous man always.

It is the creative thinking among the leaders in the country today that makes good roads possible. It is the building of good roads, in their turn, which brings up the question of the county hospital. It will be the cultivation of that same creative instinct or spirit or hope among men that will make the country united, and look towards a future sufficient unto the satisfaction of its own needs.

CHAIRMAN NICHOLSON: On looking back over the records of various conferences, I have been impressed with the particular slogans which seem to run rampant each year. One year we talk "Coördination," another year we say, "Coöperation." I don't believe there was ever a social worker that didn't give that worn-out definition of coöperation, "It is the case of my agency co-ing, while yours operates." [Laughter] I have heard it myself so many times I shall never be able to forget it. Just now we are

thinking in terms of "Councils of Social Agencies." Last year this section passed a resolution suggesting a council of rural social agencies in the State of New York. This year Professor Sanderson has suggested the employment by this Conference group, of a field secretary to assist in the rural community organization. The next speaker is one who has had a bit of experience with county case conferences, and has been associated with county councils of social agencies. His experience, I am sure, will be of interest to all of us, although he may not be in entire agreement with us. I am privileged to present Mr. Leroy Ramsdell, of the New York School of Social Work, New York City.

MR. LEROY RAMSDELL: Mr. Chairman, Ladies and Gentlemen. I am indebted for the material upon which this discussion is based to Mr. Edwin F. Solenberger and Miss Lillian Quinn of the Case Conference on Pennsylvania Communities, and to Mr. Fred C. Croxton, Miss Harriet Kennedy, and Miss Lucia B. Johnson of the Ohio County Case Committee. Based upon a very small number of cases the discussion cannot pretend to be scientific; it is merely a statement of impressions.

THE VALUE OF COUNTY CASE CONFERENCES.

LEROY RAMSDELL,

New York School of Social Work, New York City.

We are all thoroughly familiar, I suppose, with the term "case conference" or "case committee" as used in the field of family case work. In that field it is perhaps most commonly used to designate a group of people meeting regularly for the purpose of discussing selected cases and advising the worker as to their proper disposition. There seems to be a growing tendency, however, to make the case committee a meeting of the various workers in a given territorial district for the purpose of working out their relations to one another, agreements as to types of cases to be handled by each, agreements as to referring and transferring cases, etc.,—and understanding the larger community significance of their case work.

In the field of community case work or community organization, the term "case conference" or "case committee" has been used from the first to designate this second type of meeting; namely, a meeting of the national or state workers interested in a particular community or county to work out their relations to each other in that locality. They proceed, as do the family case workers, by a discussion of specific cases, the "case" being, however, a larger unit, a community or a county.

We may best understand the work of the county case conference by glancing over the types of problems discussed in some of the meetings of the Case Conference on Pennsylvania Communities and the County Case Committees of Ohio. The latter, which is now attached to the Ohio Council of Social Agencies, meets monthly, except August, in Columbus. It is attended by representatives of the State Departments, the Extension Department of the State University, and any field worker in any agency working in the Ohio Council of Social Agencies, such as the American Red Cross, the family case work group, and similar organizations. The counties to be discussed at each meeting are those selected by the Committee at the previous meeting plus any in which difficult conditions have arisen in the meantime.

The Case Conference on Pennsylvania Communities meets monthly except in July and August and includes representatives from the following organizations: American Association for Organizing Family Social Work; American Red Cross; State Department of Health, Division of Child Hygiene; State Department of Health, Division of Nursing; State Department of Public Welfare, Bureau of Children; State Department of Public Welfare, Mothers Assistance Fund; Pennsylvania Tuberculosis Society; Public Charities Association of Pennsylvania; Pennsylvania School for Social and Health Work; Children's Aid Society of Pennsylvania. Meetings are planned by the chairman in accordance with any requests from members to discuss certain cases. The members pool their information about the city or county under discussion and try to reach a conclusion as to whether it is wise for any of them to go into that territory at that time; if so which one and how.

The following selections from the minutes of some of the meetings illustrate the discussions which take place in these conferences.

"The principal topic for discussion was the fact that the Children's Home in M. County has no license, and for that reason the juvenile judge cannot commit children to it. Mr. Alden¹ said that M. County has the river counties problems and that like several other such counties it lacks vision, foresight, and common sense in handling institutions for children. He said that the main troubles were that scores of children had been placed in foster homes and that no visiting had been done, as required by law; that the trustees did not meet monthly, and that sometimes the superintendent had to go personally to each member with payrolls and vouchers to have them signed; that no records of any value were being kept; and that the juvenile judge was committing children to the Home in spite of the fact that he could not do so lawfully.

"Mr. Blaisdell said that he would do all in his power to help the Home get back its license and offered his university students for visiting work. Miss Cannon suggested interesting different groups in the relicensing of the Home, beginning with the Booster Club. Miss Dale suggested that some one go personally to different influential people and explain the situation to them individually.

"Mr. Alden suggested that Miss Dale get a list of available people and agencies in the county and . . . suggested the prosecuting attorney as the key man to approach on the subject. It was finally decided that a small sub-committee meet Monday morning . . . to talk over the needs of M. County."

Again, in the discussion of O. County, it is reported that Mr. Evans, Miss Cannon, and the district superintendent of county agents, "held a small community meeting with the probation officer, the Red Cross secretary, the county agent, and a few women present. People all seemed to realize the problems but have not accomplished much in solving them. No one comes forward to take the leadership.

¹ For obvious reasons real names have not been quoted. All names in this and the following citations are fictitious.

"Probably the most interested persons are _____, _____, County Superintendent of Schools; _____, Deputy County Auditor; and _____, Principal of Normal School.

"Mr. Evans left with them the suggestion that a county meeting be called to discuss community interests.

"Mr. Frazier said the next immediate need was for a three mill levy for schools to be voted on in the August primary. State and county aid will not be given the schools there unless this three mill levy is voted.

"Mr. Evans will send the Women's Club organizer, _____ to O. County and possibly also Miss Fowler.

"Mr. Gunn agreed to try to find a Red Cross representative to go there for two or three weeks."

Take another example. In the discussion of Y. County, "Miss Armitage spoke of the need of a survey in this community and was particularly anxious that it be undertaken in the near future as the persons who are most socially minded are urging the opening of a county home and it is hoped that a survey will result in convincing them that there are other and better ways of meeting existing needs. No definite action was taken, however."

Again, "L. County was discussed from the point of view of the organization of children's aid work and heading off the building of a local institution to care for children. . . . Miss Barnard reported that in a letter received from Mrs. 9. the latter had stated flatly that 'What L. County needs for its children is a shelter.' Miss Connelly reported that she had recently been in L. and talked with Mrs. 10. who was much opposed to any sort of institution being built.

"It was the consensus of opinion of the meeting that while Mrs. 9 was not at all in sympathy with the child placing movement and did believe in institutional care, that she would not be difficult to handle and would not be a serious obstacle in the way of starting a good case work organization for children. The following were suggested as good people to get in touch with for a children's aid society committee: _____, _____, _____. Mr. Dodge offered to write Mrs. 9 whenever advisable in regard to the organization of a separate child welfare committee. . . .

Miss Erley was asked if she could give the conference a report on this (institution costs) which could be quoted in L. if necessary. Miss Erley was also asked to secure a report on the status of probation work in L. County, and third, to find out if possible who is coöperating in trying to establish a local mental health clinic."

If I am right in thinking these few brief illustrations fairly typical of the county case conference, we may conclude that present practice in such conferences exhibits at least three significant characteristics.¹

In the first place, the discussion of the county situation is based upon the information obtained by personal visits of the representatives of the participating agencies. Through this contact the case conference is usually familiar with the most striking facts regarding population, geography, economic conditions, health statistics, and social welfare work. It knows the names and characteristics of a few outstanding people interested in social improvement, especially those who favor or oppose the particular movement which is the immediate occasion for the discussion. This brief and intermittent contact is not sufficient, however, to give the conference an adequate knowledge of the real reasons for the opposition to the movement. It acquaints the conference with some of the deficiencies of the local welfare agencies but not as a rule with the good things which these agencies do and which rally the local citizens to their support. It cannot give the conference a knowledge of the deeper social forces which underlie the existing situation and which are shaping the future of the county or community. In Ohio the case conference has tried inviting local people to take part in the discussion, but distance and the difficulty of securing truly representative people make the success of the experiment doubtful.

In the second place the immediate reason for discussing a particular local situation is the desire of the participating agencies to initiate or improve some specific type of work in which they are directly interested. The discussion, therefore, is almost

¹ The comment in the following paragraphs applies solely to the machinery and procedure of the case conference, and not in any sense to the motives of the individuals who make it up.

inevitably with reference to this type of work. The facts are interpreted with reference to this special interest. Unconsciously the conference distorts the true picture of the situation under the pressure of its own motives. To be sure the conference occasionally undertakes or recommends a survey of the community or county but, as a rule, only when it is hoped thereby to show up some piece of work which the agencies think ought to be initiated there. Under such circumstances it is by no means impossible for even the survey itself to be influenced by the bias of the conference.

In the third place the county case conference is an honest attempt on the part of the participating agencies to coördinate their work and evolve a unified program for a given locality. The member organizations lay all their cards on the table and give one another the full benefit of their respective experiences in the county in question. They even share information as to key people and other local resources that may be utilized in promoting each other's work. But this coördination is almost always with reference to their own conceptions of the needs of the community or county, rarely if ever with relation to the desires or the actual needs of the community. If they decide that all shall work in a certain county through one field worker instead of through three or half a dozen, it is because their joint interests in the county will be better served by the arrangement. If they decide to send all their field workers into a single county at the same time for an intensive campaign, it is primarily for the purpose of developing the kind of work which they think the county needs rather than to help the county to achieve its own purposes.¹

If the local community could always be represented at these county case conferences by its own chosen representatives, these handicaps of incomplete information and of professional bias might be overcome. Lacking such representation, however, the local community or county has no assurance that it will receive

¹ It is only fair to state that some of those who have been most closely connected with the development of county case conferences, notably, Mr. Fred C. Croxton and Miss Lucia B. Johnson, of Columbus, Ohio, do not agree with the opinions here set forth.

The round-table conference of this group will meet tomorrow morning at 9:15 o'clock in this room. The subject will be "The Inter-Relationship of Agencies Engaged in Rural Social Work." The referee will be Leroy Bowman of Columbia University.

THE PRESIDENT: I am requested to invite the delegates of the Conference to adjourn to the rotunda of this building for the informal reception which is tendered by the Reception Committee of the city of Albany.

The session is adjourned.

agencies, or at least all the agencies in a functional group. If this ever comes, it will mean a smaller territory for each field worker and will make more readily available to each rural community the services of a trained practitioner in social work. Finally, the great majority of communities and counties do not fully appreciate the value of local organization. If the county case conference, through its better organization of the crusading forces compels the local community to organize in self-defense, both may become constructive elements in a more complete integration of social forces.

MR. RAMSDELL: In justice to the situation I wish to refer to a letter just received from Miss Mary I. Atkinson, Chief of the Bureau of Institution Inspection, Division of Charities, of the Ohio Department of Public Welfare, in which she discusses some of the conclusions of my paper. Miss Atkinson says there have been many cases in which "all the other agencies sitting in at a Case Committee have withdrawn in favor of the one plan that seemed to be the real expression of a community need." While it is necessary for most agencies, particularly state departments, to enforce certain standards, they rely, she says, upon education and coöperation, and fall back upon legal authority (in the case of state departments) only as a last resort.

There have been several cases where every other agency has stayed out of a county in which the Department of Public Welfare is working out a difficult problem the success of which might have been jeopardized by the presentation of anything additional.

In conclusion Miss Atkinson says, "... we have seen how the Case Committee in action has prevented duplication, how it has made possible a bigger fund of common knowledge upon which we can all draw, and how it has secured team work and abandonment of self-interest to a remarkable degree."

CHAIRMAN NICHOLSON: Mr. Ramsdell in his preliminary remarks suggested that he didn't expect to have everybody agree with him. I am glad he seconded my motion.

upon the importance of both of these subjects. We know very well that practically all the phases of charitable and correctional work we have been considering during the Conference are bound up in the welfare of the family and particularly in the care and the proper education of the children. We will therefore turn the meeting over to the Chairman of the Committee on Families, Mr. Ward B. Edwards, Superintendent of Charities of Oneida County, Utica, who will preside.

CHAIRMAN WARD B. EDWARDS: Mr. President, Ladies and Gentlemen. Webster defines a "Family" as a "Household"; "Children," as distinguished from the parent, "A body of persons descended from a common ancestor." He also defines a "Household" as "A family living together."

The family is the oldest human institution, antedating both church and state. It is the fundamental and necessary unit for the development of humanity and civilization; the home has always been the nursery of life. Any child born in a democracy is entitled at least to an equal start with others and that start is best made in a home and if possible with the mother. If not with its own mother, then with the right kind of a foster mother.

The great danger of the day is the breaking up of homes, the disintegrating of families, the separation of children from their parents. The drift is away from the family life rather than toward it. The child is the link that holds home and family together.

The subject to be discussed this morning is so closely related to all social welfare work that it is pretty hard to treat it as a separate and distinct subject. Probably no one thing has done more to keep families together than has the widows' allowance laws of the various states of the Union. Previous to the enactment of those laws, frequently, on the death of the husband and father, the natural bread-earner of the family, a separation of the mother and her children was inevitable. Since the enactment of this beneficent statute, thousands of families have been kept together and maintained in their own homes that under the former condition would have certainly been separated.

In many counties of our State, there is also what is known as a boarding fund allowance. Mothers who are ineligible for relief under the mothers' allowance law for some other reason than physical, or mental fitness are allowed so much per week by the county for each child in the home, and in this manner the family life is kept together.

To my mind, one of the most important problems that we have to deal with in granting allowances to a family is that the grants be adequate; that is, that the mother be given a sufficient sum of money to properly house, feed, and clothe herself and her children. Too frequently, I believe, organizations granting relief to families are giving them an under-allowance rather than an over-allowance, spreading the relief over too large an area. I am a believer in the budget system, providing it is followed up by a domestic educator who can assist the family in the purchase and preparation of food, clothing, and so forth.

It has always seemed to me that it would be a better plan to aid adequately fewer families and let other agencies care for other families rather than aid inadequately a large number of families and allow other agencies to come in and assist in supervision. I sometimes feel that some families which we are helping are supervised beyond a reasonable extent. The question of supervision of course is a debatable one and requires special treatment in special cases.

Your committee has been particularly fortunate in being able to secure as speakers for this morning three persons who will ably discuss the subjects assigned to them. The first address upon the "Changing Ideals in Family Case Work," will be treated by Miss Cecil B. Wiener, General Manager of the Jewish Federation for Social Service, Buffalo.

CHANGING IDEALS IN FAMILY CASE WORK.

MISS CECIL B. WIENER,

General Manager, Jewish Federation for Social Service, Buffalo.

Not long ago I watched an educational film portraying water as one of Nature's sculptors. On the screen was flashed a pic-

ture of Niagara Falls and others of Niagara Gorge. Then there appeared a statement to the effect that scientists say that the water had cut the gorge within a period of from ten thousand to thirty thousand years.

There was just a slight leeway as to the time involved, unless one read the legend with the words of the psalmist in mind: "For a thousand years in thy sight are but as yesterday when it is past or as a watch in the night"; then indeed was so wonderful a change effected in a short space of time. The topic assigned to me for this paper, "Changing Ideals in Family Case Work," at once presents the question, From what beginning shall we reckon the change? I think there never has been a social worker, who would not profess to have had the same ideals of treatment that we today think we have, but which we do not practice. Are we to consider the ideal as not practical—a standard of desire, an ultimate, not a present object or aim? If an ideal is a standard or model of perfection, then let those cyclonic suggested minimum standards outlined in the tentative preliminary report of the committee on Content of Family Case Work, of the recent National Conference at Providence, be our ideals for the next ten thousand or thirty thousand years, by which time we hope that the preventive measures through progressive family case work will enable the then inhabitants of this, our world, to live under such completely socialized conditions that case work will be necessary only for unfortunate dwellers of other planets.

It has been interesting to look back hurriedly at some of the earlier volumes of the National Conference of Charities and Correction to see how the leaders of an older day regarded their problems. Does the following sound as if it were an official address of a Conference President in the late '90's?

"The external conditions which produce poverty and crime have been thus much improved, but we have not abolished internal conditions. The diseases which swept away the weak and sickly are now restrained, and the weak and sickly live to propagate a bad heredity and to add to the sum of human misery. We do not mean to let any one starve and, consequently pauperism in some places is still a heredity cast or profession, as it so largely was centuries ago. So complicated are the springs of human life

that our very efforts to improve the conditions of the defective classes have tended to increase them. Nature in her ruder moods, and savage man who is near to nature, improve the species by the survival of the fittest in the struggle for existence. Philanthropy helps the survival of the unfittest as well as of the fittest, and what is worse, gives opportunity for the unfittest to propagate their weakness and wickedness and entail them on future generations. . . . Take the question of outdoor relief as an illustration of the wrong method. Outdoor relief does not change the conditions of the pauper. It does not build up his character; it neither prevents nor cures pauperism. It is therefore contrary to the spirit of the new philanthropy which would meet the same case by a system of friendly visiting and employment bureaus, and where those failed to cure pauperism, would place adult paupers in institutions where they could not propagate their parasitical blood or teach their accompanying vices and would give their children a chance to begin life under better teaching and with better opportunities."

ALBERT O. WRIGHT
1896

There, too, we find the coruscating words of the people who have done much to elevate a haphazard and emotional service into a constructive art, who have expanded our vision, quickened our imagination, who have made us realize the increasing quantity and quality of work to be done, who have humanized and systematized it, impressing upon us again and again the fact that we are our brother's keeper and charged with great responsibility and equal privilege.

Here we read of Miss Richmond's hope that a school shall be established for the training of social workers and the fears of others that so desirable a consummation seems well-nigh impossible. There is much talk of the friendly visitor or almoner, the Lady Bountiful kind, and the emphasis is marked on the dangers of giving; the words pauper and pauperism sprinkle many pages; the attitude is pronounced that gifts where no return is expected are dangerous and ill-advised; work is the usual remedy proposed; no matter what the cause of the distress, the cure is work; the way to help the family of the drinking man, is by giving the wife an opportunity for work. Adequate relief for any disadvantaged family is rarely proposed, but over and over again the accent falls upon the degeneracy incident to almsgiving. The distinction between the worthy and

the unworthy poor is not lost sight of: implicit and explicit too is the sentiment that dependency is a stigma of weak character. This was still the day when charity organizations disapproved heartily of giving relief. The present social ideals of our work were just beginning to point visibly starward.

When society accepted the idea of a normal standard of living and formulated its elastic fundamentals, some of the difficulties in the theoretical handling of relief problems disappeared. There may still be organizations which divide their family work into three classes: those in which the families will work, those in which the families will not work, and those in which they cannot work, but, while such division in the final analysis might be shown to have some basis as a classification, few today would care so to catalogue their families.

Another change in ideals—perhaps no change but a revivifying of recollection—is that the family is an important factor in society and the unit of social treatment and all movements and measures are to be judged in the long run by their beneficial influence or malevolent effect upon the family. Every new social worker has been made familiar with the words of Mrs. Bosanquet on the family: "The pain of life is hallowed by it, the drudgery sweetened, its pleasures consecrated. It is the great trysting place of the generations, where past and future flash into the reality of the present. It is a great storehouse in which the hardly earned treasures of the past, the inheritance of spirit and character from our ancestors are guarded and preserved for our descendants. And it is the great discipline through which each generation learns anew the lessons of citizenship that no man can live for himself alone." Out of this knowledge and as a corollary to it has come the individualization of the treatment of each member of the collective family group, a treatment which attempts to give him his just portion in both the microcosm and the macrocosm.

Another change in ideals is the shifting in the emphasis from what Dr. Cabot calls the catastrophic to the historic point of view. Social workers no longer are, or should not be, concerned only with the cause which brings the family first to their attention. Formerly if unemployment brought a client low, and

work was procured, the problem was considered solved and contact with the family ended. Or if a member of a family needed medical care and that was supplied, the case was closed. The obvious thing was the only thing regarded and when that condition disappeared, even though a recurrence might inevitably be expected, the usual procedure was to let the family pass on until another catastrophe brought it again to one's attention.

No longer is this the rule in well organized family agencies. There are many agencies, however, through this State and other states as well, in cities, large and small, supported by both private and public funds, where such symptomatic treatment alone is given and no attempt is made to find if the obvious cause of distress is the real one; where efforts to improve, enlarge, and enrich the family's social life and opportunities, provide them with such knowledge as will heighten mental and physical health, increase educational and industrial efficiency, cement family solidarity, and develop character and personal responsibility, are not attempted or even thought of.

Many agencies have not the staff to give the necessary time to their families for such treatment, because of the large number of families that each visitor must handle. Such work necessarily requires trained or experienced visitors, who have not only the technique for such work, but also the mentality, imagination, and personality to do it. It requires in addition to this, coöperating agencies with special facilities or social workers of diverse trainings and abilities, for no family case worker can do all things for her family. Like the family physician, she may be in charge: but like him too, she may need special service,—the psychologist, the psychiatrist, the court, the vocational counsellor, the different contributions of medical men, the priest or the minister, the teacher, the big brother, and a host of others. These are not available everywhere and this interchange of service is a changing ideal of which every family case worker has not yet become fully cognizant.

Another change in ideals is the abolishing of hard and fast rules of treatment in what we used to think of as particular classes of cases—such as desertion or non-support. We have learned or are

learning that every individual, though resembling his brother in many fundamentals, yet differs greatly from him and that no one rule has been evolved which will exactly meet the needs of entirely different individuals.

It is no longer considered good case work to force our ideas and plans upon our clients. In so doing, we do not develop him: he becomes a passive factor in his own existence. We point out to him certain consequences of certain acts, advise and counsel with him, offer him certain opportunities, but leave the final choice to him. Does not every one show his wisdom and his strength of character in the choice that he makes of the chances of life, in his ability to forego present ease or pleasure, for future increased gain or happiness? A child that is always carried will never be able to walk. How can our clients develop initiative, resourcefulness, character, if they are not allowed to plan or make their plans an actuality and profit by the experience? The fact that the family does not coöperate with the social worker is not always a sign that the family is hopeless. Antipathies and prejudices may dissolve or make impossible a partnership intended to add to the sum total of human happiness. Another social worker may put across with the actual aid and participation of the client, a plan for regeneration that through the first worker met with no response.

Family case workers believe unquestionably in a thorough investigation of each family that applies to them, which investigation is made with an aim far different from the investigation of earlier days, when the main motive was for the purpose of establishing fraud or the lack of it, and a desire to give as little as was possible. It may be submitted that in all places the dark ages have not entirely disappeared.

Some social workers claim that their calling is a profession; others deny that it has yet reached that point. I listened to a learned professor deliver a popular lecture a day or so ago. He commented on the difference between what he termed the old and the modern psychology. The old, he said, was vague, guessing, speculative, not rigid. Modern psychology is exact, based upon fact and experiment and aims to enable human beings to

understand themselves better and adjust themselves to the conditions of human life. It asks, What are we like? What do we do? To what stimuli do we respond? It gathers facts and deduces from them infallible rules. The old psychology, he said, was no science, the new is; the old concerned itself with a vague mind or soul, and the new, with human behavior under varying conditions.

Is not family case work a handmaiden of modern psychology, or vice versa? Do we not study human beings under adversity in the hope of developing stronger characters, and finer personality, and of finding the stimuli to which they respond? Social work is not admitted by all to be a profession or a science, yet the social worker can do his work in a scientific spirit. Dr. Todd says that the first distinctive test of a scientific worker is his ability to see and formulate a problem clearly. Like a figure woven in a tapestry, yet standing out distinctly from the background and from other figures on it, must the background in the life of our individual client appear. It is one of our ideals to know him, not alone as he is today, but also to trace him back into his human cradle and to the shadowy past with which he is nevertheless so firmly connected by germ plasm, bearing tendencies and traits that seem alien to other members of his very family.

If the social worker could visualize the puzzling traits in her client, of which he himself may be unconscious, as the director of the moving picture does for his audience through the fade-out which so often shows the dim and distant past reacting on the living present, how much easier might social work be. It is a change of ideals to know as much about the family in all relations as possible, not only for the sake of the individual treatment, and the social problem involved, but for the group unit as well.

In the paper of Miss Richmond at the opening session of the American Association for Organizing Family Work, at Providence, she told of the social worker who in calling on the collateral relatives of the family with whom she was directly concerned, found that they had unusual musical ability, which dis-

covery led her to the conclusion that her family, too, might have that talent. Immediately, she began developing it, using it as a medium to bring the individual members of her family together for common enjoyment, until the father and children playing together learned to spend their evenings at home in one another's company pursuing a common enjoyment, which cemented filial bonds between the parents and children.

Another change in ideals is the necessary realization that recreation plays an important role in intelligent family case work. We have been so absorbed in seeing that the material needs of our families are provided, a none too easy task, that we have not always remembered that man does not live by bread alone. The family that plays together has fine capacities for development, and the participation of clean wholesome amusement by the group is an asset not to be despised and one which the social worker must develop where absent. Beauty, joy, and laughter are rarely intimates of our families and it is high time we arrange or provide for their regular introduction into the family circle.

Our old friend Solomon told us that there was nothing new under the sun, but we change this statement by making new combinations of old facts. The social worker today discovers the facts and then with the knowledge gained, seeks to alter conditions, so that from the unfavorable root, by pruning, grafting, cultivating, transplanting, and nurturing, a new growth shall rise from the same soil and make a plant of greater beauty, promise, and usefulness.

CHAIRMAN EDWARDS: The second address will be by Miss Clare M. Tousley, of the Charity Organization Society, New York City, on the subject, "What the Family Case Worker Should Know and Be." In my judgment this is one of the most important subjects on the program. The family case worker to be successful must not only be intelligent, sympathetic, and possessed of splendid common sense and judgment, but must also be rather an extraordinary person in almost every respect so as to meet the many conditions found in the many homes she visits. Miss Tousley.

WHAT THE FAMILY CASE WORKER SHOULD KNOW AND BE.

MISS CLARE M. TOUSLEY,

Secretary, Committee on Coöperation and District Work, Charity
Organization Society, New York City.

It is a little difficult to describe just what this paragon of virtue should be. She probably should have all the qualities that go to make a suitable President of the United States. But before deciding this question, let us first study the changes that have come into social work in the last ten years. By considering what it has been and what it is now (where it is at its best) we can better decide what sort of people should undertake the work.

One way to get a picture of these changes is to sit down and read an old record, if you happen to be in an organization that has been working over a long period. The first thing you will discover is that the worker did then what today seems like doing the obvious rather than bringing a scientific approach to these social problems.

Take a young couple, for instance, where the man was out of work and there was one child. Three attempts to get him to keep a job culminated in a closing entry: "closed, family refused to coöperate." The visitor was perhaps justifiably out of patience with them. Ten years later, however, when they applied again, the real situation was discovered. The wife was an invalid, and one child blind. The man had some of the same symptoms of syphilis which he had ten years before and now the whole history pointed toward it. Although he was again unemployed the case was not this time given the obvious label of out-of-work. It is increasingly apparent that if one discovers a good reason but not the real reason for people's difficulties, treatment is then bound to be unintelligent.

Perhaps, the second change that is noticeable in social work is the trend toward individualization of treatment. The truly modern social worker does not think in terms of classifications. You will not hear her say "we always do thus and so with widows and never thus with deserted wives." In 1923 good case

workers think in terms of the individual and not the type and have no place for rigid formulæ in their treatment.

The third change which has been a very gradual one, is the increasing belief in adequate training for social work. We still want common sense, sympathy, intuition, but backed up by professional training in social work so these qualities will count for the most and not be inundated by any overwhelming and complex social problem.

Perhaps a fourth change is that we are not so set in playing a lone hand in social work. Training and experience have taught us that there is no one panacea for the world's ills, that progress will have to come from many angles of which we are but one. It has made us appreciate the contributions of other specialists in the social work field, and we have learned how to use them so that our client is not isolated but gets the benefit of this combined knowledge and experience. Playing the game together, that's what we are learning and that is what is beginning to give us professional solidarity.

The fifth change which is making the case worker's job increasingly interesting and broad in scope is the fact that the world, so to speak, is coming to realize that a trained social case worker has a more fundamental mission than that of giving material relief. She has the gigantic task of making human adjustments, of putting people into a new environment where they can succeed, and of changing environments of the sort to which no one could possibly adjust successfully. The old placard relief society is slipping from us and rightly so, when such a high percentage of families now come to us not asking or needing material aid. Not just the ignorant client comes today but people in all walks of life, sometimes college bred, seeking help to meet crises in their own lives. This makes the future a great challenge to the ability and skill of the social case worker of today.

Porter R. Lee, director of the New York School of Social Work, tells us that the social worker needs three things: knowledge, skill and a philosophy. "Knowledge," he says, "she gains by study; skill by practice; and a philosophy through reflection."

A college education, perhaps, can have no very perceptible bearing on a social worker's fitness for her job, and yet, more

and more are college graduates in demand in this field. Undoubtedly, their study of the social sciences gives them a better background for the profession, and then there is that intangible something called a "trained" mind which a student brings from his college experiences.

Graduate training at a School of Social Work is also being demanded. "What," you may ask, "can such a school do for you, that practical training cannot?" For one thing, it gives one an understanding and working relation with the whole field of social work and not just one specialty. It makes one a social engineer in the broadest sense if one can profit by such training.

But what else must our social case worker know? A number of things, and that is what makes the job fascinating to one person and discouraging to another. He must have a working knowledge of certain parts of the law. He must be able to recognize the common symptoms of physical and mental disease if he is to do any preventive work whatever. Then he must know considerable about conditions of labor that he may give intelligent vocational guidance to his adult and juvenile clients. Then there is the necessity of knowing the traditions and background of the nationalities with whom he is chiefly working, of having a sympathy with their customs and a conception of their tastes that will make better case work possible. Then he must understand the fundamental beliefs of the different sects in religion if he is to be truly tolerant, truly non-sectarian.

All these qualifications together with a basic ingredient known as a sense of humor, may produce a social worker who can measure up fairly well to the tremendous present-day opportunity in social case work.

CHAIRMAN EDWARDS: Miss Tousley has pointed out very clearly to us what a social worker should know and be. Of the points she stressed the most important, to my mind, is that every one of our problems is an individual problem; that there are no two cases that come to us exactly alike.

The next address will be given by Dr. George H. Derry, of Union College, Schenectady, on, "Is the American Family Disintegrating?" Authorities differ on this subject; and while many

are writing and telling us that the American family is fast disintegrating, there are others of a more optimistic turn of mind who point to wonderful social work that is being done throughout America to keep the family together and who say that while in some instances there is a tendency toward disintegrating, yet on the whole the American family life of today is better than it has been. Doctor Derry.

IS THE AMERICAN FAMILY DISINTEGRATING?

DR. GEORGE H. DERRY,

Professor of Economics, Union College, Schenectady.

A great American statesman, who was likewise a profound social observer, once declared that the nearest approach to heaven on earth was a happy American home. Poets and philosophers, jurists and social scientists have all exhausted their faculties in enforcing the truth that the very survival of society and of civilization itself, depends on the integrity and the sanctity of the home.

Now, aside from social scientists, we have here a representative American group, and, as a sort of *mise-en-scène* for my remarks, let me ask you to look into your own hearts and find there the word "home." What gentle memories of dear, dead days it brings back to each individual mind here today! In time of joy, the word is like an old song, learned in days of childhood, that still echoes on the ear like the lullaby of our earliest love; and in time of trial and trouble, the word, even though it brings back many a recollection of disappointment, and recalls many a memory, perhaps, of regret, still speaks to our heart of an unselfishness that survives sorrow and of a devotion that defies death. Home! It is a word that vibrates through all the deep, strong chords of character, for home is the central shrine within which dwell the dearest and the nearest friends of earth.

Now that conception of home and family life, ladies and gentlemen, is not the dream of a poet's fitful fancy on an idle day. The very words of the question assigned me for discussion this morn-

ing, "Is the American Family Disintegrating?" would seem to carry the implication that a fairly ideal home was once the rule in this republic. Of the fathers and founders of the Constitution, it can certainly be said that they sprang from a sturdy family stock; and of the generations that succeeded them, the hardy pioneers who pushed our civilization from the Atlantic to the Pacific, the men who subdued a continent; who developed our vast natural resources; who tested and proved the feasibility of the democratic ideal, and who on the massive foundation of their achievement, lifted America to the material and moral leadership of the world,—of all those men of heroic mold, we can say that the secret of their success was the purity and the wholesomeness of their family life.

Roughly speaking, to be concrete and specific, the vigor of pioneer virtue in family life persisted in our midst unimpaired down through the generation that succeeded the Civil War. Theirs were the virtues that constitute the true home: the true home that was the father's resting place when the day's work was done; the true home that was the mother's crowning delight; the true home that was the magnet that attracted the heart of every child.

It is our duty today, in this government job of ours, to foster and cherish and transmit that ideal. Everything that would enfeeble or endanger it, should be viewed with suspicion; whatever contributes to preserve and promote that ideal should be welcomed and embraced and grappled to our hearts with hoops of steel.

Now that ideal persisted as long as free land abounded in this republic, as long as our people constituted a predominantly agricultural population. It is from the rise of our great cities and the growth of our congested industrial population, that we can date that extreme tragedy of the breakdown of the home and of home life among the poor.

In its physical aspects, economic conditions made home life practically ineffective. Housing conditions, ignorance of home-making, lack of adequate income, the rapacity of landlords, the indifference of government, the inadequacy of the resources of relief,—those were some of the physical causes operating towards this gradual *débâcle*.

On the moral side, which may be compressed into the image of the old traditional American family around the family lamp, think of the substitution in our day of the apartment or of the flat for the old house that was every man's castle with its sacred isolation; of the larger freedom allowed to children in our day; the growing craze for amusement and the minor dissipations of life. In our time how many families cultivate that old intimacy of familiar conferences between parent and child? In the hurry and rush of our modern business life, with our social distractions, where do you find fathers and sons in the quickening comradeship of familiar discussion? How many families practice the good old habit of family prayer? All those aspects of the traditional home life, once our pride, have been handed over to the training of the streets, the training of haphazard companions, the training of the newspapers, the training of the movies in our day, the dissolvent conditions.

But all this is nothing compared with that greater cancerous sore that gives portentous pause to every social and economic observer of our time, the rapidity of the growth and the disastrous social consequences of the evil of divorce. Away back at the culmination of the era when, as I have said, family life in America was approaching an ideal, in the year 1867, there were 9,937 divorces granted in the United States. Not more than forty years later, in 1906, there were 72,062 divorces. That is, in a period of four decades, scarcely more than a generation, divorces had increased in number seven times over. Allowing for the increase in population, 319 per cent. was their growth. In 1867, we had 27 divorces per 100,000 of our population. In 1906, we had 86 per 100,000. Now if that rate of progression continues, look forward to the culmination of the next generation: in 1950, we shall have 250 divorces to every 100,000 of our population. We shall have 1 divorce for every 5 marriages that take place. In 1906, there was one divorce in every 12 marriages; back in 1867, at the height of our national pride, we had only one divorce in every twenty-seven.

Contrast that now with some of the other countries, against which we compare ourselves with so much self-complacency in this day and generation of ours: Switzerland, against our 86

per 100,000, with only 43; Hungary 41; France 33. Japan alone exceeds ourselves: for our 86, in the last census Japan had 122 divorces for every 100,000 of her population. Or, to put it another way: in 1906, there was one divorce for every 1,162 people in the United States; whereas in 1867, for every 6,662 people, we had but one divorce. Or, to contrast ourselves with the rest of the Christian world with our seventy-five million population in 1906 and the four hundred millions of the rest of christendom, we had twice as many divorces in our seventy-five millions as they had in their four hundred millions. In Great Britain in the year 1911, there were only 655 divorces for its population of some thirty millions; that is, $1\frac{1}{2}$ divorces for every 100,000 of population, and in Ireland, in the twenty years preceding 1906, there were only 19 divorces in the whole land, 19 absolute divorces. That means there was less than one divorce per year for her four million five hundred thousand of population. Even in Canada, in the Provinces of Ontario, Quebec, Newfoundland, and in the Northwest territories, in forty-two years, they had only 162 divorces and in the State of North Carolina we have had just none at all.

Now there are some statistical facts, ladies and gentlemen, which you can twist or distort or interpret as you will. The clever statistician, they tell us, can make a line of figures lie down and turn over and sit up and beg; but if we use experience and the lamp of history to guide our steps, with the example of pagan Rome and of the fallen people of the past before our minds, we are forced to conclude, in the words of that illustrious observer of American conditions, the late Lord Bryce, that disrespect for the marriage bond does not contribute to happiness or virtue or to national survival, and that, as through a licentious liberty of divorce, Roman society went to pieces in the west so we are blindly entering on the same road to national dissolution; for ours is "the largest and strangest and perhaps the saddest body of legislative experiments in the sphere of family law which free, self-governing communities have ever tried."

In the wake of divorce, for the further disintegration of family life, there have always followed the twin evils of childlessness and infanticide, that in our day have assumed a more menacing aspect

than ever in that they are deliberately defended by a pernicious propaganda, the propaganda of birth-control. What is it that these misguided people have in mind? What are we to think of their proposals?

According to section 1142 of the New York Penal Code, to give information leading to such race-suicide is a misdemeanor. What these propagandists recommend is that people who, for one reason or another, find children inconvenient, shall by the deliberate use of contraceptive devices frustrate human faculties that the Creator intended for a specific end. Such practices the common conscience of mankind has always condemned as grossly immoral and contrary to the natural and divine law. Such practices are intrinsically immoral because they involve the unnatural use, the perversion of a human power. One of the most important human faculties is used in such a way as to frustrate its natural end. The practice of birth-control through the use of contraceptive devices is quite as immoral, and for the very same reason, as lying, suicide, solitary drunkenness, solitary unchastity and self-mutilation. Any one who rejects this fundamental moral principle concerning the wrongfulness of perverting a faculty must logically hold that there is no such thing as intrinsic immorality, that moral badness is always identical with individual disutility, that anything is right which any individual thinks is useful for him, and that the end universally justifies the means.

Instead of recommending the only innocent means of restricting the number of offspring, conjugal abstinence, the birth-control propagandists would pervert conjugal intercourse from coöperation with the Creator into a mere means of sensual gratification, and bring husband and wife down to the level of mutual instruments of carnal indulgence. The hallowed dignity of wife and mother is degraded into a loathsome object of man's lust.

The ostensible purpose of these vampires of society is to improve the human race. This they do by popularizing a practice that renders impossible the very continuance of the race, not to speak of other demoralizing effects on family life itself: the weakening of moral fibre, the vain pursuit of luxury and ease, the disinclination to endure hardship or even discomfort. With family virtue thus decaying, both personal and group efficiency

rapidly decline; for the capacity to endure and the ability to abstain will forever remain the conditions of achievement.

Nor is it any defence of an essentially immoral practice to talk about the economic pressure of large families upon the poor. For the underpaid laborer, the remedy is, not birth-control, but a living wage for the father, a wage sufficient to enable him to support the entire family in decent and frugal comfort according to our American standard and ideal. The true remedy is more income, not the blight of barrenness, the curse of the childless home. No, the birth-controlists are on the wrong track, and their propaganda can end only in the gravest social disaster. I assert that even if they admit no other criterion or basis of morality but social consequences and general results, their contentions are immoral and their work can lead only to family disintegration and racial collapse. Well may they remember the warning of Roosevelt, speaking of the depopulation of France and the analogous decay of our old New England stock: "When the capacity and the desire for fatherhood and motherhood are lost, that race must go down and should go down."

In the beginning, I set before you, Ladies and Gentlemen, an ideal out of your own recollection. To give more precise point to my whole recommendation, let me again ask you to bring out of the depths of memory, as the secret dynamic whereby America once attained that ideal, the image of your mother and father at prayer. Think of the atmosphere that enveloped their lives; think how they lived, as Emerson said, "Out of a great depth of being." Think of the motives they had among all the changes and chances of life. In moments of calamity or disaster or sudden bereavement, whence was it that they drew their heroic endurance and resignation? Where was it that they got that fortitude in the face of peril, that self-reliance, that initiative, that spirit of coöperation and mutual help and those other resplendent virtues of personal character and family life that went into the upbuilding of the majestic fabric of this Republic? Where was it, unless they gained that strength from a spirit of faith and a belief in moral and religious ideals?

And now I ask you, in the face of that recollection, to put your hands on your hearts and say whether you, as present or prospec-

tive family heads, find throbbing in your heart as close and faithful a devotion to that ideal. If not, then confess that in your hands that ideal has entered on a decadence that portends disaster. If you will look more closely into that psychological retrospect, you will find the secret of their social success was that they had a motive in their hearts for moral obligation. They had an answer to the compelling question, "Why should I do this and that? Why should I forbear? Why should I abstain? What reason is there that I should learn to endure? Why should I forego the pleasures of the life of self-indulgence that this voluntary birth restriction implies?" They had a reason and that reason was that such a mode of conduct is the mandate of the moral law; and if you asked, "why should I obey the moral law?" your fathers and mothers, those typical Americans, would have replied, "I obey that moral law because it is the mandate of an Almighty God, a God omnipotent to revenge and all-powerful to reward." And, as a student of history and as a sociological observer, I want boldly to declare that what the world needs today if its family life is not to go down into dissolution is,—as Gladstone said, looking out over his fourscore years of life during a quarter of century of which he had ruled a quarter of the human race—a revival of the sense of sin, a revival of the sense of its accountability to the Creator. And all history proclaims the fact that we need that vivid image of a supreme lawgiver, of a just judge and of a judgment to come. We need the vivid and vital realization of his love, and also of the thunders of his avenging wrath, the wrath of an outraged God. And we know from experience that as faith in these realities fades, as that image grows dim before our mind's eye and our conscience and our heart, there is no truly constraining motive left to back up our observance of the moral law, there survives no honesty in public or private life, no virtue, no purity, no sanctity in the home.

Upon you women of America devolves the burden if the family is to survive. In your work for human welfare, now that you are endowed with the vote, enter if you will the political arena. Proclaim there anew the faith of our fathers, the true and traditional principles of Americanism, the ideals of the Christian home. Yes, enter the political arena; unfurl there the American

family flag, and keep that flag flying ever a little nearer to the stars. But amid all the dust and din of political and social contention, never condescend to step down from that pedestal of honor where the chivalry of America has long since enthroned you, as queen of the American home and queen of the hearts of American men. That is your bright destiny; that is the highest hope of the family life of this republic.

CHAIRMAN EDWARDS: I am sure we have all been edified by the splendid address given by Dr. Derry, and if it meets with the approval of the Conference, the three papers will now be thrown open for discussion.

If there is no further business to come before the Conference at this time and no discussion on any of the papers, the meeting stands adjourned until two o'clock this afternoon.

SEVENTH SESSION.

THURSDAY AFTERNOON, NOVEMBER 16th.

Topic: Children.

THE PRESIDENT: Ladies and Gentlemen, we are calling to order the final session of the Twenty-third State Conference of Charities and Correction.

Before beginning the actual work of the session, we will have the report of the various committees.

The first in order is the report of the Committee on Organization.

REPORT OF THE COMMITTEE ON ORGANIZATION.

MR. ATKINSON: Your Committee on Organization respectfully submits the following nominations for officers, members of the Executive Committee and chairmen of the Topic Committees for the Twenty-fourth Conference:

For President: Dr. Solomon Lowenstein, New York City.

For Vice-presidents: Bird S. Coler, New York City; Mrs. Max Thalheimer, Syracuse; Rev. Joseph Scully, Albany.

For Secretary: Richard W. Wallace, Albany.

For Assistant Secretaries: George A. Hall, New York City; Miss Katharine L. Brettle, Poughkeepsie; Miss F. Blanche Drury, Rochester.

For Treasurer: George J. Gillespie, New York City.

For members of the Executive Committee (to serve for three years in place of those whose terms of office have expired): William T. Nolan, Rochester; Robert K. Atkinson, New York City; Miss Cecil B. Wiener, Buffalo.

For Chairmen of Topic Committees:

Children: Rev. Bryan J. McEntegart, New York City.

The Family: David C. Adie, Buffalo.

Industrial and Economic Problems: Frederick M. Davenport, Clinton.

Delinquency: Edward R. Cass, New York City.

Mental Hygiene: C. Floyd Haviland, M.D., Albany.

Specialized Education: Louis Wilson, Albany.

A motion to adopt the report was carried and the officers and committee chairmen were elected.

THE PRESIDENT: The next report we have to receive is the report on Time and Place, which will be given to the Conference by Mr. George A. Hall.

REPORT OF THE COMMITTEE ON TIME AND PLACE.

GEORGE A. HALL: In behalf of the Committee on Time and Place, I will report that we have had under consideration invitations from several cities around the State. The Committee feels, however, we have not had enough data about the different cities to reach a final decision in order to report at this time and the Committee therefore recommends that the decision as to time and place be referred to the Executive Committee with power.

THE PRESIDENT: You have heard the recommendation of the Committee. I would be glad to hear the pleasure of the house in that respect.

A motion to adopt the report was carried.

THE PRESIDENT: The next is the report of the Committee on Resolutions, to be offered by Mr. Samuel S. Solender.

SAMUEL S. SOLENDER: Father Keegan, who is the third member of the Committee, was not present at the time of our deliberations, so that the report is signed by only two of the three members. The report is as follows:

REPORT OF THE COMMITTEE ON RESOLUTIONS.

Your Committee has had two meetings and after careful consideration of the questions submitted to us we respectfully offer the following for consideration of the Conference as a whole:

WHEREAS, the Committee on Resolutions of the Twenty-second Conference of Charities and Correction recommended that the proposition to change the name of the New York State Conference of Charities and Correction to a title expressing more adequately its scope and purpose; and,

WHEREAS, the subject was referred to the Executive Committee of the Conference for careful consideration; and,

WHEREAS, the Executive Committee has not submitted a report on this subject to the Conference, be it therefore

RESOLVED, That this Conference request the Executive Committee of the Twenty-fourth Conference of Charities and Correction to arrange for a business meeting of at least one hour as a part of the regular program of the Twenty-fourth Conference at which time the question of change of name may be fully and freely discussed.

WHEREAS, the suggestion was made in the session of the Twenty-third Conference devoted to Rural Community Organization recommending the employment of a paid field secretary for organizing county conferences of social work, it is

RESOLVED, That the matter of employing a field secretary be referred to the Executive Committee for consideration and action.

The Twenty-third New York State Conference of Charities and Correction hereby expresses its appreciation of the generous hospitality and coöperation of the citizens of Albany represented by its local committee; of the courtesies shown by the management of the Hotel Ten Eyck, and of the helpful assistance of the public press. This Conference also expresses its sincere thanks to the chairmen of the various topic committees, the several speakers and officers of the Conference for the time and effort given to make this Conference a success.

The Twenty-third State Conference of Charities and Correction also wishes to extend its most grateful appreciation for the use of the State Education Building to the State Commissioner of Education, Dr. Graves, and his assistants. The pleasure and usefulness of the Conference have been much enhanced by the beauty and charm of the surroundings.

(Signed) Mrs. Anna B. Fox.
Samuel S. Solender.

MR. SOLENDER: Mr. President, I move the adoption of these resolutions.

The motion was seconded.

THE PRESIDENT: Ladies and Gentlemen. The question presented in the first resolution with reference to the change of name of the Conference has been under consideration by the Executive Committee which has sought the opinions of the various officers of the Conference and the members of the Executive Committee on the question. No final action has been taken, I believe, by the Executive Committee in the matter, and it is thus referred

again to this Conference. The first resolution is open for discussion. All in favor, please indicate by saying aye; contrary, no.

The matter is so referred to the Committee.

The other resolutions in the report of the Committee on Resolutions may be considered together. Those in favor of adopting these resolutions, kindly indicate in the usual manner. Opposed, the same sign.

The resolutions are adopted.

If there is no other business, Mr. Foster, Superintendent, Division of Children, State Board of Charities, will now preside at this important meeting in reference to Children.

JAMES H. FOSTER: Mr. President, Ladies and Gentlemen. Your Committee on Children presents no apology for not laying before you at this time a formal report of the Committee. The important events in children's work in the State were ably reviewed by our President in his opening address. The State of New York finds itself in an interesting position in the matter of legislation relating to child welfare. During the past session of the Legislature, several important measures were enacted into law, and the Commission which is studying the laws relating to children, is, we are informed, working on further additions and amendments to our laws having to do with children. As a consequence, it seemed to your Committee desirable at this time to present a summary of the most important legislation enacted in 1922 and suggestions as to some of the important matters in which additional legislation is needed. With this idea in mind, the program that is to be presented to you this afternoon has been prepared. If you will examine it, you will see that it is entirely devoted to the legal aspects of our children's problems in the State. We have chosen for the speakers those who seem to be by virtue of their position and experience well qualified to discuss the several topics.

The first item on our program has to do with the Children's Court Law, which is now effective in most counties of the State. The subject will be presented to you by Mr. Griffin, Deputy Attorney General.

THE CHILDREN'S COURT LAW.**EDWARD G. GRIFFIN,****Deputy Attorney General.**

Mr. Foster, Ladies and Gentlemen of the Conference. The Children's Court Law which I am to discuss with you this afternoon is of primary importance because it takes away from county justices of the peace and from local magistrates, who, from time immemorial, have exercised jurisdiction and power over the commitment of delinquent children, and places in the hands of this new court all children who may be brought before it on the grounds of abandonment, neglect or delinquency. That is indeed a sweeping change, because there have been developed, particularly in the cities of the State, local magistrates trained to especial excellence in the handling of juvenile cases, and in some other communities there have grown up magistrates of lesser importance who have likewise had a special training, a special understanding, a special aptitude in the handling of children. This has been taken away from these judges now and the great experiment is to be tried of committing to a court of the very first importance the handling of juvenile cases throughout the State.

This scheme, of course, is not without precedent. It is not revolutionary, because in the city of New York we have had an important children's court. We have had some experience in Monroe, Chautauqua and Ontario Counties, and also with the special children's courts in Syracuse and Buffalo.

The organization of the children's courts began in most of the counties of the State on the 1st day of November. The act, as perhaps many of you know, provided that in such cases where the boards of supervisors and the county judge should certify that a children's judge was unnecessary, the county judge should do the work, conducting his children's court as a separate court. Every county judge where this scheme is now in effect becomes a judge in a dual capacity; he is a county judge handling the major criminal business of the county and the minor civil work, and he is a children's court judge handling all of the ju-

venile work. In some five counties of the State children's court judges have been separately elected. I recall that that has been done in the counties of Albany, Herkimer, Clinton, Montgomery and Westchester, where the new children's court will begin functioning on December 1st, because the judge would not be provided for until after election on November 7th.

I want to run over some of the salient points in this Act that I may bring out what it was that the Legislature had in mind as to the general scheme of this statute. First of all as to salaries. After the creation of the courts and certain definitions, salaries are provided for the county judges where they likewise serve as judges of the children's court. They are to have an increase of salary running from \$500 to \$1500 per year, depending upon the size of the county. Now, we have had a peculiar situation arise in one county of the State, where the special county court judge is going to undertake the work of the children's court in order to obviate the election of the children's court judge. Peculiarly enough, no salary is provided for that special county judge, and I have no doubt that the Legislature must either provide at the next session that the children's court judge shall be separately elected or some sort of extra compensation must be provided for the special county judge; we cannot look for the best work without adequate compensation.

Of course the important section in the children's court act is the part relating to the jurisdiction of the court which provides that each court shall have within such county exclusive original jurisdiction of all cases involving children in general. It also has jurisdiction where the welfare of the child is involved and an adult is concerned in that welfare. The question has recently been asked of the Attorney General by the State Department of Education as to whether or not the children's court has exclusive jurisdiction of those cases where a parent is neglecting the school work of the child, or as to whether or not a justice of the peace may commit or fine or discipline a parent who is neglecting a child in that regard solely. Of course that is a case where the child itself is not to be punished, but the parent is to be punished for neglecting the child by refusing to send it to school. Now, I am not ready in the short time I have had to study that question

which was sent to us only the other day, to state whether or not justices of the peace still retain that jurisdiction. It would be convenient if they do, because, as has been pointed out by the Education Department particularly in the country districts, it will be a matter of great inconvenience to have to go to the county seat in every case and find the children's court judge for truancy charges where it is not desirable that a child itself should be committed. Of course, where the welfare of the child or its commitment to an institution, or its placing out is involved, I think all will agree that a trip of twenty-five to fifty miles to the county seat should not stand in the way of the best disposition of that case by a qualified judge, because I presume that there have been no greater evils with which we have had to deal than where judges without qualification, without special training, have attempted to determine upon the career and the welfare of the child. The children's court has been created to obviate that very evil, and I do not think that the slight inconvenience, taking the child to the county seat—that is, if the court sits in the county seat—should stand in the way of seeing that the child is properly committed.

The statute therefore deals not only with all cases of juvenile delinquency, that is, where the child has committed a crime, but with abandoned and neglected children. It is also concerned with any adult who may be a contributing factor in that neglect, in that abandonment, or in that delinquency. Very great power has been given to the children's court in dealing with the adults in this connection. However, the statute likewise provides that where the parent is likewise guilty of a crime, the higher courts may deal with the parent or with the adult and mete out adequate punishment.

It is of particular importance to this Conference to know that proceedings against an adult may be instituted on behalf of the child by any duly authorized agency, association, society, or by any institution, or by any interested party, or upon the court's own motion. That, of course, places in the hands of those who are most likely to come in contact with juvenile cases the power to initiate proceedings without waiting until some crime has actually been committed, resulting in the intervention of the police.

These proceedings can be initiated in a very informal way. You may find some confusion when you have occasion to read this statute, but it is begun by a petition and service of a summons and there can be an arrest and warrant and all that sort of thing. I am not going into that in detail for the reason I assume that this children's court will be managed in the most informal way and that a mere verbal or oral report to the presiding officer or the clerk of the children's court will result in proceedings being undertaken and the proper papers drawn, so that persons interested in the enforcement of this law may not have to retain a lawyer to look up the technical aspects of this statute and get their papers into proper shape. While the technical machinery is described here, I think its understanding is most important to the officers of the court itself. The statute, of course, provides for one very good plan and that is that no child shall be left or taken into a room where adult criminals are taken. As I understand it, the judges of these courts will attempt so far as it is possible to remove all the atmosphere of criminality and formal court proceedings. The statute provides that no child coming within the provisions of this act shall be placed in or committed to any prison, jail, lockup, or any place where such child can come in contact with any adult convicted of crime or charged with crime; the county must provide a suitable special court room for the trial or investigation of the case of the child.

Now the statute also takes a great step in advance in providing affirmatively for the mental and physical examination of children who may be brought before it; it is of the utmost importance to see that the bodily ills and the mental ills of the child are cared for.

Then the statute goes on to provide for the personnel of the court, the chief probation officer, physicians, psychologists, clerks and stenographers. Of course the provision in regard to physicians and psychologists is one of the new, one of the notable, things of this law, so far as the districts outside the city are concerned.

The compensation for the liability and support and care of children committed as delinquents and committed as abandoned or neglected children is well pointed out. Delinquent children

are charged against the county. Abandoned and neglected children shall be charges according to the place of their settlement.

One of the important things about the court is the mode of the appeal. An appeal is taken to the Appellate Division. It simply emphasizes the importance of the court, that appeals are taken the same way as from judgments of the Supreme Court.

The merciful nature of the law is to be noted again. Its whole spirit is shown by the provision that, "No adjudication under the provisions of this act shall operate as a disqualification of any child subsequently to hold public office or receive any license granted by public authority."

The powers of the existing children's courts are continued, and then there comes provision for the time when the court is to begin to function.

The Attorney General had occasion early in June to determine that it was not necessary for the judge of this court to be a lawyer, because the statute had not provided for that, and the Constitution does not provide that all courts must have lawyers for judges. We thought unless the Legislature directed to the contrary that special training in sociological and humanitarian work was of as much value probably as training in the law; at least, that would give to you some indication of our belief in the purposes and the scope of this statute, that mere legalisms and mere technical training in other courts are not of primary consideration. Of course it was important from the standpoint of women who might be candidates for this office that it was not required that they should be lawyers because it is a notorious fact that comparatively few women avail themselves of the opportunities of attending law school or studying law in offices.

I think that so far as I can and as long as you would care to listen, I have covered the main purposes of this statute. Perhaps there are some questions that some of the members of the Conference might want to ask me or Mr. Foster, in regard to the functioning of this statute. Mr. Foster suggests if we are going to have questions in regard to the statute we might better have them now.

MR. PATRICK MALLON: In the case of a man convicted be-

fore this new children's court of failure to provide for his child or being in any way responsible for his conduct, can he be committed by the judge of the children's court without any of the safeguards of a jury trial or the trial before a justice of special sessions where there are three judges sitting? Is he left entirely to the tender mercies of the person who may not even be a lawyer in this children's court?

MR. GRIFFIN: I hope it won't be as bad as that, but there is one provision in the statute which provides for the punishment of an adult as for a contempt of court. We have just such a provision as that in the Volstead Act. Persons who violate the Volstead Act are punishable either criminally or by being sent to prison, or even by being sued for the tax under the tax laws, and in a third way by contempt of court. The judge may issue an order that a place where liquor is being sold is a public nuisance and make it contempt for any one to open that place or sell liquor in it again. Then if that is done, the violator can be brought in before the judge on the ground he has committed a contempt of court and he can be sentenced to jail for thirty or sixty days without a jury trial and without very much evidence, except what the judge may discover himself. That is a summary proceeding, and that is where the children's court act carries its teeth.

If a judge tells an adult to do anything and the adult refuses to do it, the judge, as in matrimonial actions where the man refuses to pay alimony, can commit him for contempt of court to jail and keep him there by repeated commitments until he obeys the order of the court. But so far as the parent or adult being convicted of a crime is concerned, of course the punishment won't be much different for small misdemeanors. The individual will be entitled to the same kind of trial as for any other crime, and if he has committed a felony under the statute, the judge of the children's court will turn the adult over to the superior courts for indictment by the grand jury. But where an adult refuses to obey a valid order of the children's court, the children's court can put him in jail without any kind of a trial as we ordinarily understand it, for contempt and keep him there until he does obey.

Of course, I trust the peremptory power to punish for con-

tempt given to those children's court judges will be used only in meritorious cases, for stubborn individuals who refuse to obey an order in regard to the care of the child. It is nothing new. Don't understand anything has been substituted in giving these judges the right to commit for contempt. It simply has been extended to this court in relation to children.

MR. MALPASS: In the light of the question put to you and your explanation, and also in view of what you said a few minutes ago that the judge of the children's court need not necessarily be a judge of a court of law, I think it would be most essential that the judge in a children's court be efficient not only in common every-day chairmanship, but should be a judge versed in the law. A great many conditions might come up in the courts it seems to me where the judge of the children's court should be a judge of the law.

MR. GRIFFIN: Of course, you understand our opinion that he need not be a lawyer simply left it to the voters to determine whether they wanted a lawyer or not. I think that is where most qualifications for office should be left. If there is a feeling throughout this Conference that lawyers and none but lawyers should be judges of the children's court, it is a very simple thing to so provide. The Legislature can simply amend this statute and provide that a judge of the children's court shall be a lawyer. As it stands now, the law does not provide that the judge need be a lawyer and the Constitution does not require it.

MR. CHARLES J. TOBIN: In your handling of the cases that came to the Attorney General's office, did you find any other matters to be treated by the next Legislature other than the subject of the special county judge and the question—which is an open one—as to whether the judges should be lawyers or not? Were there any other matters brought to the attention of the office which you believe should be brought to the attention of the next Legislature?

MR. GRIFFIN: No, I think those are the two matters of greatest difficulty. I want to say that with this qualification: Today is the 15th of November; the courts have been functioning just two weeks, and I expect that now that they are actually applying these provisions in detail, we shall soon begin to hear of

more difficulties, as is naturally to be expected in connection with any new statute. We will hear about doubtful questions that arise in the actual administration of the court in connection with the children. I have no doubt that our mail will be heavy with suggestions as to what ought to be done about this law. I think as a work of draftsmanship it is a very well constructed law. It is a difficult law; it is an intricate law, particularly section 26 in regard to the placing-out of children. As to how far this conflicts with sections of the State Charities Law and Poor Law now existing will probably be discussed. That is a very difficult section. It may be in practical application we shall have no difficulty with it.

MR. O'NEILL: Did I understand you to say that in regard to qualifications of a judge there was no expressed provision that a judge of any of the courts of the State must be a lawyer?

MR. GRIFFIN: Oh yes, there is a provision that county judges and judges of the supreme court must be lawyers. The Constitution provides that those must be lawyers.

MR. O'NEILL: Is it true generally that the powers conferred by this act on the judges of the children's court are not new powers, but simply the grouping of powers heretofore exercised by different other courts?

MR. GRIFFIN: Yes, it is an attempt to centralize in one court of superior dignity and power, namely, the county court, the powers heretofore exercised by numerous small courts with oftentimes inexperienced and careless magistrates. As I said in the beginning, many of the magistrates who have been exercising powers over juvenile delinquents have been the most expert we have in the State. I think I can speak well of Judge Brady here from my own acquaintance with him. On the other hand, there are four justices of the peace in every town and every one of them has had the powers mostly of Judge Brady in regard to the commitment of children. No, I can think of no power being exercised that hasn't been exercised by some judge heretofore, and this is an attempt to bring together and coördinate and put in one central place all jurisdiction over children who are brought to court.

MR. CHARLES J. TOBIN: I had something to do with the

drafting of the children's court act, and without placing myself on record in opposition to the opinion of the Attorney General, I want to have it shown here that in the first three drafts of the children's court act it was plainly indicated that the judge of such a court would be a lawyer. In the hurry and rush of re-drafting the last bills put through, it was not caught up as intended. But speaking for those who had something to do with the original drafting of the law, it was plainly their intention that the judge of this court should be a lawyer. The Attorney General has ruled that under the law as it reads now the judge need not be a lawyer. That is something for the next Legislature to adjust.

The Attorney General doesn't make the law; he takes what the Legislature writes and says what it means. The Legislature says, "We don't want the children's court judge to be a lawyer." If they want to say differently, they have the power and when they say we want the children's court judge to be a lawyer, the Attorney General will read the bill and will say that is what it means. The remedy is not in the Attorney General's opinion. It is not here in this Conference. It is in the Legislature.

MRS. BLACKBURN: What kind of a judge is a judge without a lawyer's training?

MR. GRIFFIN: Most of the judges of inferior courts of this State are not required to be lawyers. Practically all the judges who have dealt with children have not been required to be lawyers. Practically all the justices of peace do not have to be lawyers. The village police court justice does not have to be a lawyer. A great number of the courts, I might say ninety per cent. of the judges of the courts of special sessions in this State are not required to be lawyers either under the Constitution or under statutes. Heretofore, they have always dealt with children and this statute simply didn't require that the rule should be changed. Of course it is not a very serious matter. This is an elective office. I understand in Westchester county that very fight was made on the candidate and the candidate not a lawyer was defeated. If you think it is desirable that a lawyer should head this court, I certainly favor anything that will elevate the lawyer. [Laughter] I think the Legislature can make this requirement.

MR. HERBERT A. BROWN: Mr. Chairman, I cannot keep silent any longer since all the remarks so far have indicated a leaning toward the other side of this question than the one I think to be right. We, and all the people back of this bill, certainly created it with the view of getting the best for the children of our State. If the best qualifications are found in the legal profession, I think that their members will be nominated and elected regardless of whether this requirement is put in the bill. I might say I have a lot of legal friends and have long been very closely associated with the legal profession—I am not a lawyer myself—and I have found that when lawyers are asked a legal question they usually have to look it up in a book anyway. [Laughter] The point I want to make is that a person occupying the position of judge of a children's court must know the law, but one can know the law without being a lawyer. And what is much more fundamental than knowing the law is knowing the social forces that are affecting child life, and the ability to face the whole problem involved in every situation, and the intelligence and determination to direct those forces with remedial measures rather than having a purely technical legal point of view. In other words, one of the things that are making too much red thinking in this country today is the fact that we do have courts of legal procedure too frequently when we ought to have courts of justice. [Applause]

CHAIRMAN FOSTER: I am sure we appreciate the clear statement in reference to this law which Mr. Griffin has given us and the helpful discussion which has followed it. It was not the intention of the framers of this program to have the discussion interjected into the intervals between the various addresses, but it seemed desirable to change that procedure in reference to this particular paper. We must, however, proceed with the rest of the program. At the conclusion of the last paper, if time still remains, we shall be glad to remain here as long as any one cares to stay and discuss not only the children's court act but the other acts that are to be presented to us this afternoon.

A companion piece to the children's court act is the so-called child welfare law which constitutes Article 7-b of the General Municipal Law and makes it permissive for the board of super-

visors in any county of the State to extend the powers of the existing board of child welfare so as to cover the work for its dependent children. No one knows the history of this piece of legislation or the intent of its framers better than Mr. Tobin. He will present to you The Child Welfare Law.

MR. CHARLES J. TOBIN: Mr. Chairman, Ladies and Gentlemen of the Conference. I have tried to treat the subject of the paper without any personalities, but I cannot pass by without thanking Mr. Foster for his kind compliments. I believe it should be said, however, that almost every one, if not every one, who was interested in child welfare had a part in framing what is now known as Article 7-b of the General Municipal Law. The only regret of most of us is that it should be simply a permissive statute instead of a mandatory statute. But we are progressing and if we keep working along as we have been working, I feel that the provisions of this statute will soon be for the benefit of all the children in the State of New York.

THE CHILD WELFARE LAW.

CHARLES J. TOBIN,

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The subject of my paper this afternoon, The Child Welfare Law, as I have treated it, is more than a mere analysis of the law itself. I have taken the privilege not only of briefing the contents of the 1922 law but also of indicating that there is much to be done on the part of those interested in the subject in order to have the law accepted by the counties.

Today the provisions of the General Municipal Law contain two separate articles devoted to child welfare. Article 7-a has to do with existing child welfare boards and in its original form was enacted in 1915. In counties outside of New York City such board is appointed by the county judge and consists of seven members, of which the county superintendent of the poor is an ex-officio member. Two of the members shall

be women. In the city of New York the board consists of ten members appointed by the mayor and at least three such members shall be women.

The general jurisdiction of these boards, as the law reads today, is to grant allowances for dependent widows or to a mother whose husband is an inmate of a State institution for the insane or confined under a sentence of five years or more to a State prison, providing such widow or mother resides in the county or city for at least two years and is a proper person mentally, morally and physically to care for and bring up such child or children. The law further requires first, that the mother be a citizen of the United States; second, that the deceased husband or father was a citizen of the United States and a resident of the State for a period of two years immediately preceding his decease or commitment, and whose child or children were born in the United States, or who declared his intention to become a citizen of the United States within a period of five years immediately preceding his decease or commitment.

This law has proven satisfactory. It is in operation today in fifty-two of the sixty-two counties of the State. In the ten counties in which the law is not yet in operation there exist boards of child welfare, but either for lack of children to care for or failure of boards of supervisors to appropriate sufficient funds they do not function. In a few of the counties in actual operation the work has fallen down due in my judgment to the failure of boards to adhere to the plan and purpose of the act, that is to provide allowances to mothers where the dependent child would otherwise be sent to an institution for care, it being the purpose of the framers of the act that a like sum of money as would be spent for institutional care be given over to the mother who is fit and proper to care for her children. Thus the mother is enabled to retain the child in the home, as she is entitled to, and the child will receive the immediate and constant care of the mother.

Chapter 546 of the laws of 1922 which enacted Article 7-b into the General Municipal Law provides for a much wider and more extensive plan as concerns dependent and destitute children under 16 years of age. It centralizes in one county board the authority for determining the care and disposition of all destitute

and dependent children, which authority is now scattered among all the local overseers and superintendents of the poor and commissioners of charities throughout the county. It will remove the last vestige of pauperism, so-called, from the dependent and destitute children, and likewise raise the level of public relief, which is important and far reaching.

It is with regret that I stop here to call attention to the manner in which those interested in this important subject are permitted to drift away from the plain purpose of laws of this kind. There is a pamphlet issued by the United States Department of Labor, Children's Bureau, known as Publication 109, entitled "Proceedings of Conference on Mothers' Pensions," yet an examination of the contents of the publication indicates that it is a conference of state officials having to do with mothers' *allowances* in the various states. It is indeed too bad that the government, in its publications, cannot approach the subject in the correct view. Hard enough is the job of making it plain that the moneys allowed under laws such as ours are, and can be, in no sense a pension, but solely and entirely an allowance to the mother so that her child or children may have sustenance under her care, guidance and control. It is the tone of such publications which indicates that it behooves us to watch every step so that the great paragon of paternalism does not overtake us.

Chapter 546 heretofore referred to continues the existing boards of child welfare as established under Article 7-a and provides that the taking over of increased powers by a board of child welfare shall be entirely optional with the county, to be voted by resolution adopted by a majority vote of the board of supervisors. The membership in counties remains the same except that the board of supervisors is given a place either in the name of the chairman of the board or such member as the board may designate. This membership is in addition to the superintendent of the poor or commissioner of charities of the county. The other five members of the board are appointed by the county judge under Article 7-a. This act does not apply to the city of New York.

A dependent child is defined as "a child actually or apparently under the age of sixteen years who, through no negligence on the



part of its parent or custodian, is destitute or homeless, or in a state of want or suffering due to lack of sufficient food, clothing, shelter, medical or surgical care." Thus it can be seen that the new act is broader in its purpose and intent than the provisions of Article 7-a. Yet the same test is made to apply as to those who are eligible under its provisions in that the board must not only determine that the mother is a proper person to bring up her own children and that aid is necessary to enable her to do so, but further, that if such aid is not granted, the child or children must be cared for in an institutional home. In this test lies the success or failure of the act under 7-a or 7-b of the General Municipal Law. The impression is given and accepted in some counties that the law calls for a pension to widowed mothers, rather than an allowance, because the child is dependent.

The latter act, Article 7-b has many notable features. The board provided for in 7-b is permitted not only to grant allowances to mothers for children in their own homes but also to place children in a home or an institution, with the positive restriction that a home or institution, other than its own in which a child is placed, must be of the same religious faith as that of the child when practicable, and that this provision must be interpreted literally so that in the care, custody, protection and religious welfare of the child, its religious faith shall be preserved and protected by the board, and the act places the responsibility in the protection of the religious faith of the child upon the board. Further, the act provides that no person or no corporation, association, agency, society or institution shall replace such a child except upon notice and order of the board in the county or city wherein the child is domiciled.

The act sets up certain restrictions as to agencies, societies, corporations and institutions which may operate under the provisions of the law and requires that they shall, if they see fit to be a part of the machinery of the act, submit to the jurisdiction of the State Board of Charities. It is further provided that every person, corporation, association, agency, society or institution who shall release or place out a child within or without the State shall keep and preserve a record of the full name and the actual or apparent age of such child, the names and place of residence of its

parents or lawful custodians so far as known and the name and address of the person, corporation, association, agency, society or institution with whom such child is released or placed. If such person, corporation, association, agency, society, or institution shall subsequently remove such child from the custody of the person, corporation, association, agency, society or institution with whom it was released or placed, the fact of such removal and the disposition made of such child shall be entered upon such record. A duplicate copy of the record in the first instance and the subsequent removal or removals of such child shall be filed within ten days therefrom, with the State Board of Charities. Failure to comply with this section shall be a misdemeanor.

The usual machinery is provided for the establishment of the board, the election of officers, the creation of rules and regulations and of reports to be filed both locally and with the State Board of Charities and imposes penalties for those who procure or attempt to procure allowances in violation of the act, and also gives that which is new to such a law—a right of appeal from the board's decision to the Supreme Court of the county in which the board is located. Article 7-b as well as Article 7-a reads to the effect that the allowance in each case is discretionary with the board and this provision of appeal in the new law is wise and a correct one. To safeguard the individual, it is proper that the ruling of the board should be subject to appeal which explains the right of the applicants to go to the Supreme Court if they feel aggrieved.

I have summarized the provisions of these two laws and if there are any questions about the same I would be glad to go into more detail upon request.

In the enactment of Chapter 546 we have only progressed to the point of saying that all dependent children within a county should be under the jurisdiction of one board and that such board shall be an unpaid board with the necessary qualified assistants to carry on the work. I believe that every one here is satisfied that the act of 1922 is progressive; it indicates progress made in the problem of public relief, yet it will be of no purpose to the individual or of no benefit to the community if we have only satisfied ourselves that it is better to have all dependent children cared for in a uniform way rather than under the scat-

tered and loose manner that now prevails; it is our job to arouse sufficient interest in the community generally, and bring the knowledge of its good to the respective boards of supervisors, so that this law may be in active and actual operation in every county of the State.

There is no reason why dependent children and more particularly the mothers of dependent children should wait for several years to obtain the benefit of this law, and it behooves us all to take upon ourselves in the county in which we reside to assist and aid in the effort that must be made to have the statute adopted by the county, through its board of supervisors. You will be met with opposition from the local overseer of the poor and the politics of the county because of the possible loss of some patronage and you will be delayed by those people who can see no good in the change. To me it occurs that it should be much easier and much simpler to have 7-b adopted than it was for 7-a to be adopted for the reason that to many 7-a was an additional burden to the county. It was repeatedly argued by those opposed to the original child welfare act that it would create a new group of dependents and there are a great many yet who still preach this doctrine within the county. The facts are that such is not the case. The allowances as granted under 7-a have taken the place of the moneys appropriated to institutions for the care of children to a large extent. Article 7-b has gone further and this phase of it explains the difference between appropriations for dependent children in a county under the old law and under the present law, where many mothers refused to part with their children and accepted the old order of things, doing their very best to bring up their children at home with the limited means at hand. Yet but for this noble strain the child would be put in an institution and paid for by the county. I can only urge that all interested in children, particularly dependent children, by their efforts in their organizations insist and bring about the acceptance of the 1922 law within their county. It can only be accomplished by continued work.

There should be some program of education more correctly to state the relation of these agencies of government to the citizens generally. The child in school should be taught more of govern-

ment. A short course in civics is not sufficient. There is need of a better understanding on the part of the children of today and of the parent. More time should be given to the subject of respect for law and authority and to the teaching that the government is not something to be lived on but rather to be lived by. Too many of our people feel government owes them something and that it should exist for them alone, which is one of the reasons why the cost of government is so high today. If we could spend some time and some money with the child in school to give him a better understanding of our government, we would have less dependency and less delinquency. Such a program is just as important as trying to solve the problem of taking care of the dependent children through a new child welfare law.

The American Bar Association has started such a program and through its efforts there is to be established at the ancient College of William and Mary in Virginia, a School of Government and Citizenship, the purpose of which is to train students in the knowledge of our system of government as developed from its historic antecedents. This is a good omen and I trust that each and every college in this great country will follow in the footsteps of William and Mary so that a better understanding of government and a clearer knowledge of its relation to the individual shall prove to be the biggest and best help in our problem of dependency and delinquency.

In closing, I ask only that we spend our time and effort in having Article 7-b of the General Municipal Law, known as the new Child Welfare Law, adopted in the respective counties, and reserve for some future day when the law has had a fair trial any amendments to the same.

CHAIRMAN FOSTER: Mr. Tobin has presented to us in clear outline the general provisions of the new Child Welfare Law. If you consider that in connection with what Mr. Griffin has told us of the Children's Court Law, you will observe that these two laws articulate closely with each other. The Children's Court Law is functioning in all the counties of the State, except those where children's courts had already been established by special acts. The Child Welfare Law, Article 7-b, is functioning in no county of the State. As we go to our respective homes in the

various quarters of the State; it may be well for us to take back a clear recollection and understanding of what this law means, what its purposes are, what its relation to our local problems would be, what its adoption would mean in our several communities, and to consider very carefully whether it may not be our duty and our privilege to give some efficiency to our hard study of the law by urging its adoption in our own counties. It is not going to be adopted unless there is a force of public opinion behind it. No one can foretell just how it will work out because it has not yet been tried. As Mr. Griffin told us, the Attorney General expects a host of questions in reference to the Children's Court Law and none of us would say no questions will arise under the Child Welfare Law, but the questions will certainly not arise if the law remains in its present condition of being in force nowhere.

So much for our legislation actually upon our statute books. The two papers following refer not to what has been accomplished, but to what is needed. In the matter of the placed out and boarded out child, all of us who have to do with children's work know there is a very chaotic condition. To present this to the Conference, your Committee has selected one who has had practical experience as a worker in two counties having special laws of their own for the handling of their children's cases, Westchester and Dutchess, and who is now the superintendent of the Dutchess County Board of Child Welfare, Miss Brettler.

NEEDED LEGISLATION IN REFERENCE TO PLACING-OUT AND BOARDING-OUT.

MISS KATHARINE L. BRETTLER,

Superintendent, Dutchess County Board of Child Welfare,
Poughkeepsie.

The subject which I am to present to you today, that of boarding out and placing out children is not at all a new one. In fact, for several years the leaders in child care have been studying the present laws pertaining to boarding and placing out, and discovering the faults and omissions therein. Indeed this subject has been discussed at former meetings of this Conference

and suggestions have been made not unlike those which I have to offer. Nevertheless in spite of much previous discussion, the laws remain much as before, and the need for changes in the laws has grown more imperative as our standards have grown higher with the passing of the years. The New York State Commission to Examine Laws Relative to Child Welfare has for some time had this matter under consideration, and it accordingly seems important that the needs of the present situation be thoroughly understood by the Conference and the general principle, if not the specific forms of legislation likely to meet these needs, be clearly outlined.

In bringing the subject to your attention, I am presenting not merely my own views on the subject, which would necessarily be of little value owing to my comparatively limited experience in the child caring field, but rather the composite view of several people who have been doing this work for years. The ideas which I will present are to be regarded as suggestions rather than conclusions, but it is expected that such suggestions will naturally receive the consideration of the State Commission to Examine Laws Relative to Child Welfare.

Before I begin any discussion of my subject I must make clear to you my exact meaning in my use of the terms "placing out" and "boarding out." For the purpose of this address the term "place out" shall mean to provide a free home for a child under sixteen years of age in a family other than that of a relative within the second degree. The term "board out" shall mean to arrange for the care of such a child in a family other than that of a relative within the second degree, where payment is made for his maintenance. It is important that these distinctions be kept in mind, as there are some sections of the country where the term place out covers all placements of children, regardless of where or how the child is placed. It is also important to keep these definitions clearly in mind because of the fact that no adequate definitions exist in the laws as they now stand. Indeed this lack of definition of terms is the first, and one of the most outstanding flaws in the present law.

But before we go further into needed changes and additions to the laws, let us make a brief study of the existing laws as

they now stand so that we may understand clearly with what we have to deal. At the present time there are fourteen different bodies of laws which have sections dealing with placing out and boarding out children. The most comprehensive of these is found in the State Charities Law (constituting chapter 55 of the Consolidated Laws) which, under article 16, defines the terms "destitute child" and "place out"; specifies who may place out destitute children; orders records to be kept of the children placed; provides for visitation by the State Board of Charities; for the placement of children in homes of the same religious faith as their parents, and gives opportunity for certiorari to review decisions. This aims to cover the whole subject, but does not do so adequately, as will be shown later.

Section 12 of the Poor Law states that the superintendent of the poor must keep records and annually report to the State Board of Charities all children placed, with certain information concerning them.

Chapter 3 of the Consolidated Laws, known as the Benevolent Orders Law, states that any corporation created under Section 7 of the same act, for the purpose of acquiring and maintaining a home for aged, and indigent members of such orders and their dependent widows and orphans, may place by adoption minors placed in their custody, provided authority to do so is given by parent or guardian.

The Domestic Relations Law, sections 115, 117, and 118, (Am'd. 1916, chapter 453—1918 chapter 280) gives charitable institutions for children the right to place such children for adoption, and states how adoption may be abrogated. Article 8 of the Domestic Relations Law gives the poor law official of a city the right to bind out dependent minors, and states that institutions may bind out children whose custody has been surrendered, who have been committed as poor persons or have been left for a year without support by relatives. Beside these laws, the New York State Training School for Girls at Hudson may bind out children born in or brought by their mothers to the institution; Dutchess and Suffolk counties, by their special laws, may place children; the county of Onondaga has a separate act which creates a department for the placing of depend-

ent children; and children may be placed under the new juvenile court act and the General Municipal Law creating boards of child welfare.

There are also laws with especial relation to boarding out under section 482 of the Penal Law and chapter 8 of the Sanitary Code, providing that all foster homes in which children are boarded must be licensed by the local boards of health, and that certain restrictions regarding air space, distance between beds, etc., must be maintained.

It is evident that uniform standards cannot be maintained under so scattered laws. Would it not be well to keep under consideration the amendment of the State Charities Law, or the formation of a distinct code of children's law, which would incorporate all these scattered laws into one body. Moreover a careful study of these various laws is convincing that there is need for clearer definitions of the terms used. The only existing definitions are found under section 300 of the State Charities Law, as follows: "When used in this article the term 'destitute child' means an orphan, abandoned or destitute minor, under the age of sixteen years, who is an inmate of a public or private charitable institution or is maintained by or dependent upon public or organized charity. The term 'place out', means the placing of a destitute child in a family, other than that of a relative within the second degree, for the purpose of providing a home for such child."

The difficulty with this whole article of the law might seem to be that the term "destitute child" is not sufficiently inclusive. Children being placed out by irresponsible, unlicensed persons through newspaper advertisements, etc., are usually not inmates "of a public or private charitable institution or maintained by or dependent upon public or organized charity." One instance is that of a child who was abandoned with a woman who claimed she knew nothing of the child's background or parentage. She and her husband decided to keep the infant and kept it for three months. They then decided to give it up and advertised for a home for it. The woman who applied for the child, whom we will call Mrs. Smith, seemed clean and good and the child was turned over to her without further question. Later the woman

with whom the child had been abandoned whom we will call Mrs. Jones, learned that Mrs. Smith's husband had shortly before been accused of having murdered a janitor of a school. He was acquitted of the crime because a prostitute swore that she had been with him during the night that the murder had taken place. Mrs. Jones demanded the return of the child, but was refused it. She then came to the child-caring agency for help. The Smith home, through the notoriety of the murder case, was well known to the agency as being unfit in many ways for the care of a child. The case was taken to court, but since the man had been acquitted of the murder the judge refused to remove the child even though the man had been acquitted through the word of a prostitute and though there was other evidence that the home was unfit.

The placement should never have been allowed, yet the child does not come under the definition given in the law, as he was never an inmate of a private charitable institution nor dependent upon public or private organized charity. There are many such cases, where the child is clearly destitute, yet does not come under the scope of the definition. It has been suggested that the term "destitute" be omitted altogether, and that the definition of child be "a minor, under the age of sixteen years." Another suggestion leaves the present definition much as it is, but adds to it as follows: "When used in this article the term 'destitute child' means an orphan, abandoned or destitute minor, under the age of sixteen years, who is an inmate of a public or private charitable institution or is maintained by or dependent upon public or organized charity, or a minor under the age of sixteen years who is homeless and without means of support, or whose parent or other person legally responsible for his care and support, in order to free himself or herself from such responsibility, places, or tries to place, or allows others to place or try to place such child in a family other than that of a relative."

Either of these would of course broaden the scope of the entire article. The question is clearly whether or not the definition of the term "place out" should be extended to cover placements of all children, whether destitute or not. It would

seem the duty of the State to safeguard all of its children who are in need of such protection, whether or not they are dependent in the ordinary usage of the word. Is there any reason why the State should not step in to protect the helpless infant who is given by his mother to the first person, however unfit, who offers to take him? More is involved than is at first discernible, however. Such a change in definition would greatly broaden the authority of the State Board of Charities, whose work is now limited to supervision of the placements of destitute children. By such change in definition the State Board would have supervision of practically all children placed. At present the State Board can visit children who have been actually placed out as dependent, but cannot visit children placed in free homes by maternity hospitals, or individuals.

There are maternity hospitals in the State placing children in very undesirable homes. One striking example of the work they are doing is that of a woman who was sent by an excellent child caring organization to a maternity hospital to give birth to her illegitimate child. Because of certain aspects of the case, the organization felt that it was wise to force the woman to keep her child with her for some months at least, and had found a home in which the woman could work with her child. The hospital did not investigate the case, but on the mother's story alone, placed the child in a home far from ideal.

Scarcely a day passes without one or more children being advertised as in need of homes. Investigation usually shows children so placed to be without adequate care, yet conditions have to be bad enough to warrant court action before such children can be removed. Such children fare much worse than children who are actually destitute in the present definition of the term.

A question arises as to just what is meant in the definition of the term place out, by a relative "within the second degree." Is this term not too narrow for practical use, since it does not include aunts and uncles? It is suggested that the definition be changed as follows: "The term place out means the placing of a child in a family other than that of a relative of or within the third degree for the purpose of providing a home for such

a child. Relatives of or within the third degree shall mean grandparents, uncles, aunts, brothers and sisters."

No definitions are given for other necessary terms which are also open to misinterpretation. No definitions are given for the terms, "board out," "boarding home," "foster home," or "charitable or benevolent institution, society or institution."

These broader definitions logically bring into mind the question of licenses for the placement of children. At present it is unlawful for any person or corporation, other than a charitable or benevolent institution, society or association, or Society for the Prevention of Cruelty to Children, duly incorporated under the laws of the State, or a local officer charged with the relief of the poor and placing out in a manner provided by law, to place out destitute children unless licensed by the State Board of Charities. Should not all persons or agencies excepting those authorized by statute or by articles of incorporation, be required to obtain a license in order that the methods practiced in the selection of foster homes and the supervision of children after placement should be standardized. If the word "destitute" were left out such an amendment would be the logical result. In order to secure general minimum standards for control and supervision of children placed or boarded out a State department should be charged with the formulation and enforcement of standards of placing out. The work of this department should include the licensing and inspection of all agencies engaged in this work, and to be effective, calls for adequate provision for enforcement.

It might be well for such license to be based on specific requirements of the applicant, such as an adequate staff and equipment maintained by the agency for investigation, supervision and follow up work. Surely no agency should be licensed unless its intention, at least, was to do continuous work over a period of years. There should be an agreement on the part of the agency, before receiving the license, to keep up certain records and file reports required by the State Board of Charities.

Only public officials and institutions and agencies receiving public funds are required at present to report placements of

children to the State Board of Charities. There should be a central bureau of record for all children placed outside of homes of their parents or immediate relatives in order that everything necessary for the identification of the child should be preserved. Just this past week an inquiry came to my office from a mother who some years ago turned over her child to a midwife for placement because she was too ill to support it. The midwife is dead and the child is actually lost as far as the mother is concerned.

Moreover the State Board of Charities should be granted legal power to order the transfer of any child which it finds placed in an unsuitable home. While the State Board of Charities is not likely to be given sufficient appropriations to employ a large enough staff to inspect the homes of all children placed out, it is reasonable to expect that it will continue its present policy of visiting the homes of a few children taken at random, under the supervision of each agency placing out children. The discovery of children in homes under bad conditions would by reason of the proposed amendment constitute a basis for action to cause their removal to good homes. Certainly it should have such power if its supervision is to be of any value.

The age of discontinuance of supervision of a child has always been of interest to me. Probably the old idea was that at 16 a child could become self-supporting and therefore was no longer in need of assistance. But we have ceased to consider the needs of a child in financial terms alone. Moreover we realize now as never before that at 16 a child is still immature mentally, morally, and even physically. A child of 16 except in unusual circumstances cannot even wholly support himself financially. Should we then suddenly abandon at 16 the child whose sole shield we have been up to that age? Would it not be better if the supervision and control of the State Board were to continue during the child's minority?

Another point which deserves consideration is the fact that while other states require the filing of a large bond for every child placed from outside the state, New York State makes no such requirement. If we learn of an excellent home in New Jersey or Pennsylvania we must file a bond of \$1,000 with that

state before we can legally put a child into that home. Meanwhile other states are placing their children in New York homes without any check, often leaving the children in unfit homes without supervision. Sometimes so little record is kept that in the event of the inability of the foster parent to keep the child it is impossible to discover by what agency the child was placed. In the event of the child becoming a public charge the State of New York must bear the expense. Should it not be made unlawful to bring children under sixteen years of age into the State of New York for the purpose of placing them in homes in this State without a license being secured by the person or agency bringing such children into the State, such license to be accompanied by the filing of a bond of a reputable surety company for the sum of at least \$1,000. This would prevent the necessity for the State of New York to support at public expense children who should rightly be cared for by other states.

An interesting development which has been brought about in some places is the insistence that no child shall be separated from its own mother within a minimum period of six months after birth. Some interesting experiments have been worked out by the Juvenile Protective Association of Milwaukee to show the contrast between the development of babies kept with their own mothers and those removed. An effort was made to get through the legislature of Wisconsin a bill making it illegal to separate mothers and babies under six months without an application for a consent from the Juvenile Court Judge. The bill failed to pass, but such widespread interest was roused that it was possible for the Juvenile Protective Association to insist in most cases that the child remain with its mother. Aside from the value of nursing care during the early months there is the advantage that in many cases the mother becomes so attached to her child that after six months she no longer wishes to give it up, but is ready to accept the sacrifices entailed upon keeping it. It is still an open question whether or not it is advisable to enforce such a period of care with the mother by legal measures, but the suggestion is one well worthy of consideration, since such beneficial results have been obtained where the plan has been carried out.

It has also been suggested that the whole section of Domestic Relations Law which relates to the binding out of minors as apprentices and servants be repealed. To be sure there are comparatively few cases in which this form of child care is followed, but nevertheless as long as the laws remain on the statute books there is a possibility of such action taking place. The dangers of the whole system of binding out of children are too apparent to need discussion.

Thus far my emphasis has been laid largely on placing out. There are also suggestions which pertain distinctly to the work of boarding out of children. Under the existing law no child can be boarded in a home which has not been granted a license by the board of health of the city or town in which the home is located, such license to be renewed annually. Reports from different localities seem to show that this law is enforced only in large cities of the State, and furthermore, the basis for issuing the license is primarily a question of satisfactory sanitary and health conditions found upon investigation of the home. Rarely does the investigation of the board of health take into consideration the moral or intellectual standards of the home, or the real fitness of the boarding mother to have children under her care. In some states all licenses for boarding homes are issued by the state board of charities or a similar body. Some think that such work is not within the province of the State Board of Charities as constituted in this State. It is questionable also whether sufficient funds would be available for the additional staff necessary. If at some later date the idea of the county as the unit of child care becomes more fully developed as is now the case in Dutchess and Suffolk counties, the county board of child welfare or similar unit might well be considered as the logical organization to issue such licenses, as its workers would be trained to determine the moral as well as the physical fitness of the home.

Under the existing law, boarding homes must be visited monthly by representatives of the local board of health. In addition the Society for the Prevention of Cruelty to Children or other humane agencies are given authority to visit at any time, and in case of public charges, the department of public welfare, commissioner

of charities, or other poor law officials make periodic inspections, while private agencies whose help may have been sought in making the placement also visit these homes. Shall the law be amended to prevent the present duplication of inspection of boarding homes? Inspection by more than one authority gives various angles of judgment as to the suitability of the home to board children, and increases the actual number of inspections somewhat, but would it not be better if responsibility were centered in one local agency competent to make adequate inspections, subject to the supervision of the State Board of Charities or the State Department of Health.

Instances of children placed at board in totally unfit homes are common. Well meaning but ignorant parents often pay large sums to board their children with persons who neglect and abuse the helpless children. I know of one case in which worthy parents answered an advertisement offering home care for children on a large farm. The amount asked for board was so large that the parents thought of course the child would have every advantage. They made arrangements with the boarding mother to meet the child at the pier where they were to sail for Europe. On returning rather suddenly much sooner than they had expected, they found the child being used as the maid of all work, dirty, unkempt, and poorly fed. In that instance the boarding mother had been clever enough to get a permit from the local health authorities, but except for an initial visit when the home had been cleaned up for their inspection, the home was never visited. Cases of this sort are not uncommon.

In closing, let me summarize the changes which have been suggested. I will leave them in the form of questions, since it is necessary that they should be thought over thoroughly and some conclusions reached:

First: Are not the present laws too scattered to be of uniform usefulness?

Second: Should not the scope of the definitions in the State Charities Law be broadened to include all children instead of only dependent children?

Third: Should not more definitions be added?

- Fourth:* Should not all persons or agencies excepting those authorized by statute or their articles of incorporation, be required to obtain a license from the State Board of Charities to place out children?
- Fifth:* Should not the State Board of Charities be granted legal power to order the transfer of any child which it finds placed in an unsuitable home?
- Sixth:* Should not the State Board of Charities be empowered to continue supervision over children during minority, not ceasing at sixteen?
- Seventh:* Shall it not be made unlawful to bring children under sixteen years of age into the State of New York for the purpose of placing them in homes in this State without a license being secured by the person or agency bringing such children into the State, such license to be accompanied by the filing of a bond of a reputable surety company for the sum of \$1000?
- Eighth:* Shall it be made unlawful to separate any child from its own mother within a minimum period of six months after birth?
- Ninth:* Shall the laws governing the binding out of children as apprentices and servants be repealed?
- Tenth:* Shall a change be made in the agency which under the law issues licenses to homes desiring to board children?
- Eleventh:* Shall the law be amended to prevent the present duplication of inspection of boarding homes?

CHAIRMAN FOSTER: Miss Brettle has cast light into one of the darkest of our jungles in children's work. The contradictions of the laws and the loopholes in the laws we have today on the placing out and boarding out of children cause us, I think, more trouble than any other one set of legal provisions. I hate to make a bad matter worse, but Miss Brettle left out one thing. She enumerated twelve different provisions of law in relation to placed out children, but forgot to tell us that children may now

also be placed out as a condition of probation by the children's courts. That simply is one more complication.

Speaking for a moment as an employee of the State Board of Charities, there are one or two points Miss Brettle made upon which I should like to comment. The question of licensing placing out agencies by the State Board of Charities now affects only the agencies and persons not authorized by statute or by other articles of incorporation to do placing out work. There seems to be no reason why the State Board of Charities should be asked to license, or why those incorporated bodies should seek to secure licenses to do the thing that they are already authorized to do.

The Society for the Prevention of Cruelty to Children in popular conception is engaged very much in the interests of the neglected child and the abused child. Mr. Charles H. Warner, formerly Superintendent of the Westchester County Society for the Prevention of Cruelty to Children and now Superintendent of the Brooklyn Society, will present to us some suggestions in regard to the adoption of children. Some of the facts upon which he makes his suggestions may not be altogether happy or pleasant, but notwithstanding the fact, Mr. Warner has something to say to us in regard to the adoption of children which I think may fairly be taken to carry out my views of what the societies are really interested in. Mr. Warner.

SUGGESTED CHANGES IN OUR ADOPTION LAWS.

CHARLES H. WARNER,

Superintendent and Attorney of the Brooklyn Society for the Prevention of Cruelty to Children, Brooklyn.

The transfer of the sacred rights of parenthood is one of the most vital and far-reaching transactions under our present statutes. To fully appreciate the force of this statement, let us observe how carefully the Legislature framed this definition of adoption. It says "adoption is the legal act whereby an adult takes

a minor into the relation of child and thereby acquires the rights and incurs the responsibilities of parent in respect to such minor." At Common Law, the adoption of children as is now understood did not exist. In this country, the status and rights of adopted children are therefore of purely statutory creation.

The purpose of this somewhat brief presentation, suggesting some needed changes in our adoption laws, is to arouse discussion and thereby secure the best judgment of those who have had wide experience in this matter.

The following concrete case recently required my attention. In the surrogate's court of a county in this State, three adoptions are filed. The children who are the subjects of these adoptions are three little girls. When adopted, two were babies under one year old, both illegitimate; the other was about three years of age. The parents of this older child sought to have it adopted by some one, who would give it a better home and future than their straightened circumstances could supply. These three little children were offered for adoption in one of our metropolitan newspapers.

A bachelor owning a small piece of property, and at the time a roving carpenter, chanced to see these advertisements. Prior to this, he had become a disciple of a certain well-known writer of one of our metropolitan newspapers, who had developed a tremendous antipathy toward our child-caring institutions. Among the effects of this bachelor were quantities of clippings of her articles. One had this heading: "A New Use for Bachelors." It went on to say that all institutions for children were bad places, that, therefore, bachelors should not waste their time and money in other pursuits, but should adopt children, twelve or even twenty-five, as many as possible, and thus save them from these institutions.

Our ambitious bachelor answered these advertisements in person and saw to it that he appeared at his best. He represented himself as a married man, having a beautiful home in the metropolis, and a spacious summer home in the country, of which he carried a picture. He had servants, too, when presenting his case to the parents of these children. He adopted these three children within a period of eighteen months.

In all three cases, he secured consents in affidavit form from the parents. The mother of the first baby, illegitimate, he saw immediately after she left the maternity hospital. The mother of the second baby, illegitimate, made her affidavit after it was a few months old, when she saw that she had been abandoned by its father. The parents of the third child were married, but due to illness and misfortune deemed it wiser to secure a better home for their child than they could provide. Upon this man's presentation of his wonderful opportunities for a splendid home for their child, by affidavit before a notary unknown to them, the parents signed over to this bachelor all their rights and responsibilities for their child. They had received between three and four hundred answers to their advertisement. The parents of none of these children had made any inquiries concerning this proposed foster parent.

Our bachelor, unaccompanied by the parent of the child or by any female person, then brought the first baby from the metropolitan district up before the surrogate of the county, about 200 miles from New York City, and the court signed the adoption papers without any preliminary inquiries to verify the allegations in his petition, or without assurance that there was any responsible and motherly woman to care for this baby. This procedure, strange as it may seem, was entirely within the surrogate's power under the present statute. Within less than six months, this child was removed from our bachelor's custody by a writ of habeas corpus. Within a year, he took the other two children from the metropolitan district, unaccompanied by their parents or any responsible woman to care for them, before the surrogate of the same county, and the adoption papers were also duly signed by the court, without preliminary inquiry to verify the allegation in his petition. Just recently, these two children were also removed from his custody by habeas corpus proceedings, after a careful and exhaustive investigation by a Society for the Prevention of Cruelty to Children.

At this point, it is interesting to note how our bachelor describes himself in his petition, which was the same in all three adoption proceedings. He says that he "is a resident of the county (while, as a matter of fact, he had not lived there for

five years, and it was established that he had lived in boarding houses in other parts of the State, from which he had voted), that he had rented a home, furnished it, employed a housekeeper, and maintained a proper and suitable home for himself and children, that he has sufficient pecuniary resources, and sufficient earning ability to make it reasonably certain and probable that he will be able to maintain and support the children whom he seeks to adopt by these proceedings." These allegations were never verified by any preliminary inquiry.

The first child was removed from his custody by a Supreme Court Justice, who vacated the order of adoption after a Society for the Prevention of Cruelty to Children had made careful inquiries and submitted its report to the court. Then it is interesting to see how our bachelor supposedly strengthened the order of the court in the next two adoption proceedings by adding this restraining clause, "that the said child shall henceforth be in his care and custody and be regarded and treated in all respects as his lawful child, and all persons, whether mother or the father, or persons representing the mother or the father, or societies, or institutions, or courts of law and all others in whatsoever form or nature at any time or place are herewith henceforth barred from any action or interfering in any way whatsoever with the control and custody of the said child." He even sent a copy of this restraining clause to the parents of the older child, and added that "any one who interferes with the child would be sent to the penitentiary for one year." This bachelor is still at large with no legal provisions to check him from following his mania of adopting little girls.

This may appear to be an extreme case, yet it is known to be a fact that many such adoptions have been consummated with absolutely no information having been given to the court from independent sources concerning the parties interested in the adoption, and as to whether or not it is certain that the foster parents are proper persons to have the child.

Certain questions, therefore, arise suggesting changes in our adoption proceedings:

1. *Shall a pre-investigation be required?* There seems to be nothing in the Domestic Relations Law relating to the adoption of

children, which requires any such investigation prior to the consummation of the adoption. The nearest approach to it is in section 113, which says, "If satisfied that the moral and temporal interests of the person to be adopted will be promoted thereby, the Judge and Surrogate must make an order allowing and confirming such adoption, reciting the reasons therefor, and directing that the person to be adopted shall therefore be regarded and treated in all respects as the child of the foster parents." In Oregon, the State Child Welfare Commission is allowed twenty days for investigation and report to the court. In Nebraska, the State Child Bureau verifies the allegations of the petition, while in Minnesota this is done by the State Board of Control. In 1921, Ohio realizing the necessity of this provision amended its adoption law. In substance, it provides that the petition shall be filed with the court, and an examination under oath of the parties in interest shall be held not less than ten or more than thirty days from the filing of the petition. The court has the option to adjourn this examination from time to time, as the nature of the case may require. If it shall be necessary, the court has the power to call upon any person, institution or agency approved by the State Board of Charities and designates such to proceed to verify the allegations of the petition, to make appropriate inquiry to determine whether the proposed foster parents and their home are suitable for such a child, and whether such a child is a proper subject for adoption in this home. As soon as practicable, there shall be submitted to the court a full report in writing, with a recommendation as to the proposed adoption, and any other information concerning the child, or the proposed home, as the court may require. Upon the day appointed, the court shall proceed with a full hearing of the petition, and the examination of the parties in interest under oath. There is also a provision that the probate court shall prepare and furnish a suitable blank for the use of the persons designated to make the report required by this statute.

2. *Shall a period of residence of the child of at least six months in the proposed foster home be a pre-requisite for adoption, the judge being empowered to waive such a requirement for any good cause shown?* This is a provision not found in our law regulat-

ing adoption which other states have found to be extremely beneficial. Ohio, Nebraska, and Minnesota provide that no petition shall be granted until the child shall have lived for six months in the proposed foster home, giving the court the discretion of waiving this requirement.

3. *Shall it be required that all parties to the adoption shall appear before the court?* On this point, the New York law is explicit, stating that "the foster parents or parent, the person to be adopted, and all the persons whose consent is necessary must appear before the county judge or the surrogate of the county where the foster parents or parent reside, or if the foster parent or parents do not reside in this State, in the county where the minor resides and be examined by such judge or surrogate," but then follows the exception to this provision, which caused the trouble in the case of the bachelor above cited, which is, as follows: "Where a parent or person or institution having the legal custody of the minor resides in some other country, state or county, his or their written acknowledged consent, or the written acknowledged consent of the officers of such institution, certified as conveyances are required to be certified to entitle them to record in a county in this state, is equivalent to his or their appearance and execution of such instrument."

4. *Shall the judge be empowered in his discretion to seal all of the adoption papers, except the final order?* For the best interests of the child and foster parent, it would often be wise to conceal from the public many facts that would necessarily be revealed during the hearing, unless it was held in chambers. At present our law merely provides that the facts as to the illegitimacy of the child shall not appear on the record, yet if the mother only is alive, her consent will necessarily bring out this fact, as she must state why there is no consent of the father.

The practice today is for the attorney to prepare the necessary papers in the adoption proceedings, the petition, consent, and final order, to bring the parties to the clerk of the county or surrogate's court and there execute these papers, and the county judge or surrogate will then usually sign the order upon the recommendation of the attorney, with the parties present, except as above provided, unless there are some unusual conditions pres-

ent. But this is all done without a hearing or verification of the allegations in the petition.

One relevant matter should here be mentioned. No attempt should be made to let any person assume the permanent custody of a child in this State in any other way than by regular adoption proceedings. There should be an end to the so-called adoption of a child by that form of affidavit before a notary public which attempts to transfer the permanent custody of a child from a parent to another person, who is made to believe that he or she thereby gains permanent rights to the child. This often interferes seriously with the happiness of a child as well as with its entire future. The Indiana law on this point says: "Unless authorized by the State Board of Charities, no person other than judge of a court shall give out for adoption a child under three years of age, or place such a child under permanent care of any person other than a relative." Minnesota goes a step further and provides that "No person other than parents or relatives may assume permanent custody of a child under fourteen years of age unless authorized by the court. Except in adoption proceedings no parent may transfer the permanent care and custody of a child under fourteen years."

On the matter of the right of a mother to reclaim her child not adopted in pursuance to statute, we find in the Matter of Donnelly 129 N. Y. 120, a clear and convincing opinion of the court, as follows: "Where a woman whose husband has lately died, and who being compelled to work for a living, cannot take care of her infant child, gives it to others for adoption by a writing and releases all claim upon it, and those to whom it is given promise to adopt it and feed, and clothe and educate it, and treat it as their own born child, but no legal adoption of the child is accomplished, after having become able to care for it and to bring it up, she may reclaim it, and its custody will be awarded to her upon a writ of habeas corpus."

As has been true of other social legislation, it might also here be suggested that the whole question of the adoption of children be made the subject of careful survey by the Federal Children's Bureau. The best interests of a child in Ohio, Nebraska, or Minnesota should not be unlike those of the child in New York

State. Each state could then prepare its statute on adoption, which would incorporate the best features of all of the Adoption Laws of the various states. This would bring about a uniformity of procedure, as well as guarantee to the children throughout our country the best possible care and protection.

CHAIRMAN FOSTER: Mr. Warner has certainly given us food for thought. It is a rather serious thing that the whole future of a child should hang on the two words "if satisfied." I am glad to say that there are some jurisdictions in this State where the court insists upon a thorough inquiry by its agents before an adoption is permitted, but those jurisdictions are sadly far in the minority.

The papers that we have just listened to have not been discussed. I doubt if we at this time shall have time for extended discussion of them, but for a few moments we will welcome question or comment until the time comes when we must adjourn. Is there question? Is there comment?

MR. PATRICK MALLON: Mr. Chairman, I just want to raise one point. There is one thing I think that is objectionable, in that in all cases a mother should be compelled to keep the child for at least six months. That, of course, is a good general idea, but I can tell the people here there are cases in which that wouldn't be wise or practical. There are cases in which the mother and child must be separated immediately after the child's birth. You know of such cases. I needn't go into the details. I would like to register an objection to that recommendation.

CHAIRMAN FOSTER: I think we will all agree that there are exceptions to all rules. Is there further comment?

FATHER MCGOWAN, of Rochester: I wanted to get some information in regard to a case where the mother of the child has died and the father has abandoned the child. The child is put in the hands of an agency and placed into a home with the intention of adopting it. No papers were signed by the father. He just abandoned the child and now the people who want the child

and who already have it would like to adopt it legally. Supposing adoption papers were approved legally, everything observed, could that father come back in later years and go before a court or jury and claim stress or something like that and have his child returned to him?

CHAIRMAN FOSTER: That is a question which I think no one would venture to answer in general terms. There is a strong tendency on the part of courts in cases of that kind to uphold the claim of the natural parent of the child. The law, however, is explicit in stating that in cases of abandoned children the consent of the parent is not necessary. I suppose that the decision in any particular case would be based upon the actual facts of the case.

MR. WARNER: On that point, the matter is covered in section III of the Adoption Law; where the child is abandoned by a parent the consent is not necessary, but there really should be some adjudication of that abandonment. If you take that child before the local justice on a charge of improper guardianship and there is a judicial finding that the child has been found without proper guardianship and abandoned by its father, under a recent decision in Brooklyn that father cannot reopen the case upon his return.

FATHER MCGOWAN: Thank you.

MR. WAKEMAN: We are engaged at the present time in bringing before the court just such a case and in order to prevent a reopening of the case, the judge has ruled that we shall advertise in the papers. We are presenting copies to the papers at the present time. We are to allow two months to pass before finally going on with the case. That probably would cover this gentleman's problem.

CHAIRMAN FOSTER: If there is no other question, we will turn the meeting over to the President.

THE PRESIDENT: I know many present are anxious about

the trains leaving and it remains only to say a concluding word before we declare this Conference adjourned. I do wish to say "Amen" with all my heart to those resolutions which were presented expressing our deepest gratitude to the Albany City Reception Committee and to all those who have taken part in this Twenty-third Conference of Charities and Correction. We do appreciate indeed the faithful attendance of so many of the delegates at practically all the sessions of the Conference since last Tuesday afternoon.

We value the attention and respect with which the papers and discussions were received and the splendid spirit that seems to have dominated the meetings from beginning to end. I also wish to express grateful appreciation for the presence of so many of the religious communities here with us. This gives pleasing evidence of the desire which those in charge of the institutions of the State have to learn and put in practice the very best methods suggested by the State Board of Charities and at this Conference.

But I feel I would be depriving myself of a very special pleasure if I failed to mention in my own name and in your name, I take it, our special sense of gratitude and thanks to the ever-present, ever-watchful, and ever-efficient Secretary of this Conference, Mr. Richard W. Wallace. [Applause] I need say no more. Any one who knows what the Conference means and the work that is necessary for weeks and months before it begins, as well as during the days when it is in session, can form some idea of the labor, and of the attention, and of the faithful service given by Mr. Wallace to the Conference of Charities and Correction.

I will only add in conclusion that I hope all of us may reap abundant benefit from the papers and discussions we have heard at the sessions, that we may return home with the very best of kind and cheerful memories of the pleasure we have had while here at Albany, and that the good results may be evident in our greater zeal and interest in the work committed to our care.

Therefore, with your permission, I will call this Twenty-third Annual Conference of Charities and Correction to a close and declare it adjourned.

TREASURER'S REPORT

NEW YORK CITY, FEBRUARY 6, 1923.

GEORGE J. GILLESPIE, Treasurer, 20 Vesey Street

In account with the New York State Conference of Charities and Correction

| | RECEIPTS | EXPENDITURES | |
|--------------------------------|-------------|--------------|------------|
| First Conference | \$ 604.68 | \$ 589.30 | |
| Second Conference | 466.21 | 471.25 | |
| Third Conference | 934.50 | 952.94 | |
| Fourth Conference | 1,051.50 | 1,085.71 | |
| Fifth Conference | 1,066.40 | 1,024.09 | |
| Sixth Conference | 1,637.92 | 905.65 | |
| Seventh Conference | 2,112.38 | 1,777.32 | |
| Eighth Conference | 1,786.28 | 2,010.67 | |
| Ninth Conference | 1,243.61 | 1,928.92 | |
| Tenth Conference | 1,566.46 | 1,268.57 | |
| Eleventh Conference | 1,404.51 | 1,641.61 | |
| Twelfth Conference | 1,212.16 | 1,479.79 | |
| Thirteenth Conference | 1,152.45 | 1,044.88 | |
| Fourteenth Conference | 2,010.38 | 1,351.83 | |
| Fifteenth Conference | 1,501.38 | 1,298.56 | |
| Sixteenth Conference | 1,637.94 | 1,528.30 | |
| Seventeenth Conference | 1,555.44 | 1,544.59 | |
| Eighteenth Conference | 1,504.26 | 1,407.91 | |
| Nineteenth Conference | 1,701.82 | 1,683.24 | |
| Twentieth Conference | 1,733.93 | 1,856.72 | |
| Twenty-first Conference | 1,989.97 | 2,007.65 | |
| Twenty-second Conference | 1,569.15 | 1,853.87 | |
| Twenty-third Conference | 1,790.25 | 658.17 | |
| | <hr/> | <hr/> | |
| | \$33,233.58 | \$31,371.54 | |
| | | Balance | \$1,862.04 |

TWENTY-THIRD CONFERENCE

| RECEIPTS | | EXPENDITURES | |
|---------------|------------|------------------------------------|------------|
| Contributions | \$1,535.00 | Postage | \$199.78 |
| | | Printing and Stationery | 272.08 |
| Interest | 34.15 | Stenographic and clerical services | 229.50 |
| Deficit | 284.72 | Miscellaneous | 46.99 |
| | <hr/> | Printing proceedings | 1,105.52 |
| | \$1,853.87 | | <hr/> |
| | | | \$1,853.87 |

TWENTY-THIRD CONFERENCE

| RECEIPTS | | EXPENDITURES | |
|---------------|------------|---------------------------|-----------------------|
| Contributions | \$1,753.75 | Postage | \$155.00 ¹ |
| | | Badges | 35.32 |
| Interest | 36.50 | Printing and Stationery | 267.85 |
| | <hr/> | Stenographic and clerical | |
| | \$1,790.25 | services | 160.00 |
| | | Miscellaneous | 40.00 |
| | | Printing proceedings | ¹ |
| | | Surplus | 1,132.08 |
| | <hr/> | | <hr/> |
| | \$1,790.25 | | \$1,790.25 |

¹ Bill for printing proceedings and postage for mailing the same not yet received.

CONSTITUTION AND BY-LAWS OF THE NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

CONSTITUTION

The objects of the New York State Conference of Charities and Correction are to afford an opportunity for those engaged in charitable and reform work to confer respecting their methods, principles of administration, and results accomplished; to diffuse reliable information respecting charitable and correctional work, and encourage coöperation in humanitarian efforts, with the aim of further improving the system of charity and correction in the State of New York. With this end in view the Conference will hold an annual meeting in the State of New York, at the time and place to be agreed upon at the preceding annual session, at which addresses shall be made, papers read, discussions carried on and general business transacted in accordance with the by-laws of the Conference.

The Conference shall not, however, formulate any platform or adopt any resolution or memorial having a like effect, unless it be approved by the Executive Committee and by an affirmative vote of three-fourths of the delegates in attendance at an annual meeting.

BY-LAWS

I

Membership of the Conference

All who have an active interest in the public or the private charitable or correctional work in New York State are invited to enroll themselves as members of the Conference. No other tests of membership shall be applied and no membership fee charged, the expenses of the conference being met by voluntary contributions.

II

Officers of the Conference

The Conference shall have the following officers, to be elected at the preceding annual session, with the duties herein respectively assigned to them.

1. A President, who shall preside over the sessions of the Conference, except when the Chairman of a Committee on Topics has charge of the meeting, or some other officer is temporarily called to the chair.

The President shall also be a member of the Executive Committee, and the Chairman *ex officio* thereof.

He shall have supervision of the work of the other officers and of the various committees in preparing for the sessions of the Conference, and shall have authority to accept resignations and to fill vacancies in the Committees on Topics of the Conference.

The President, with the assistance of the Secretary, shall also supervise the editing of the proceedings of the Conference.

2. Three Vice-presidents, who shall, at the request of the President, assist him in the discharge of his duties, and in case of his inability to serve, shall succeed him in the order in which they are named.

3. A Secretary, who shall be *ex officio* Secretary of the Executive Committee, and who shall keep the records, conduct the correspondence and distribute the papers and documents of the Conference, under the direction of the Executive Committee. He shall assist the President in editing the proceedings of the Conference, and direct the work of the Assistant Secretaries.

4. Three Assistant Secretaries, who shall assist the Secretary of the Conference, at his request, and work under his direction.

5. A Treasurer, who shall receive all moneys of the Conference, and disburse the same upon vouchers duly certified by the Secretary, and audited by the Chairman of the Executive Committee.

III

Committees of the Conference

The Conference shall have the following Committees, with the duties herein respectively assigned to them:

1. An Executive Committee, which shall consist of the President, the Secretary, and nine members of the Conference, three of the members to be elected at each annual session of the Conference. Membership on the Executive Committee shall be limited to a continuous service of three years, but may be renewed by reelection after an interim of one year. Three members shall constitute a quorum.

The Executive Committee shall have charge of the business of the Conference, during the interim between the sessions of the latter, and shall give attention to any matters referred to it by the Conference or these by-laws. The program of the Conference as arranged by the Committees on Topics, shall be subject to the approval of the Executive Committee.

2. The Committees on Topics, each of which shall consist of not less than eight nor more than sixteen members, the Chairmen of which shall be elected annually at the preceding meeting of the Conference, and all other members appointed by the Executive Committee in coöperation with the Chairmen of the respective Topics Committees, within three months succeeding the Conference at which said Chairmen were elected.

These Committees shall have charge of the preparation of that portion of the program of the Conference which is assigned to them respectively, subject to the provisions of these by-laws and to the approval of the Executive Committee, to which they shall severally report as soon as practicable after their appointment.

They shall also have charge of the sessions of the Conference respectively assigned to them.

To be appointed by the President of the Conference as soon as possible after the opening of the session

3. A Committee on Resolutions, which shall consist of three members of the Conference, two of whom shall constitute a quorum. All resolutions, except as herein otherwise provided, shall be referred to this Committee without debate, and the Committee shall, before the Conference adjourns, present such a report as seems to it desirable.

4. A Committee on Time and Place, which shall c-

five members of the Conference, three of whom shall constitute a quorum. This Committee shall hear and consider any invitations that may be received from the various cities of the State, and shall present a report thereon as soon as practicable, and prior to adjournment of the Conference.

To be appointed by the President of the Conference at least two months prior to the date of the annual session of the Conference.

5. A Committee on Organization, which shall consist of seven members of the Conference, four of whom shall constitute a quorum. To this Committee, shall be referred all questions relating to organization of the succeeding Conference; including the nomination of candidates for the offices of President, three Vice-Presidents, Secretary, Treasurer, three assistant Secretaries, Chairmen of the Topic Committees and three members of the Executive Committee; and the Committee shall present to the Conference a report thereon as soon as practicable, and prior to the adjournment of the Conference.

IV

There shall be an Advisory Council which shall consist of the Ex-Presidents of the Conference. It shall be the function of this Council to advise with the President and the Executive Committee in the administration of the affairs of the Conference.

The President of the Conference, upon completion of his term of office, shall become chairman of the Advisory Council for the succeeding year.

V

Program

The order of business at each separate session of the Conference shall be as follows:

1. The transaction of general business.
2. Report of the Committee on the topic of the session.
(Not to exceed twenty minutes.)
3. First paper on the program.
(Not to exceed twenty minutes.)

4. Discussion opened by a speaker selected for that purpose.
(Not to exceed ten minutes.)
5. General discussion of the subject presented by the paper.
(Not to exceed twenty minutes; speakers limited to five minutes each and no one to speak twice on the same subject except by vote of the Conference.)
6. Second paper on the program.
(Not to exceed twenty minutes.)
7. Discussion opened by a speaker selected for that purpose.
(Not to exceed ten minutes.)
8. General discussion of the subject presented by the paper.
(Not to exceed twenty minutes; speakers limited to five minutes each and no one to speak twice on the same subject except by vote of the Conference.)
9. Miscellaneous business.

Provided, however, that the Chairman of any Committee may in his discretion, with the consent of his Committee, alter the plan or arrangement of the program, but the papers and discussions shall not exceed the limit set by this section for the program of any committee.

The by-laws shall continue in force unless amended by the Conference, after proposed additions or amendments have been submitted to the Executive Committee.

ORGANIZATION OF THE TWENTY-FOURTH CONFERENCE.

OFFICERS OF THE CONFERENCE

PRESIDENT

SOLOMON LOWENSTEIN, Executive Director, Federation for the
Support of Jewish Philanthropic Societies of New York City,
114 Fifth Avenue, New York City.

VICE-PRESIDENTS

BIRD S. COLER, New York City.
MRS. MAX THALHEIMER, Syracuse
REV. JOSEPH SCULLY, Albany.

TREASURER

GEORGE J. GILLESPIE, 20 Vesey Street, New York City.

SECRETARY

RICHARD W. WALLACE, Drawer 17, Capitol, Albany.

ASSISTANT SECRETARIES

GEORGE A. HALL, New York City.
MISS KATHARINE L. BRETTLE, Poughkeepsie.
MISS F. BLANCHE DRURY, Rochester.

EXECUTIVE COMMITTEE

The President, the Secretary *ex-officio*, and the following:

(Term expires 1923)

Mrs. Anna B. Fox, Buffalo.

Mrs. Abram J. Katz, Rochester.

Rev. Robert F. Keegan, New York City.

(Term expires 1924)

Edmond J. Butler, New York City.

Lee K. Frankel, New York City.

Charles H. Johnson, Albany.

(Term expires 1925)

Robert K. Atkinson, New York City.

William T. Nolan, Rochester.

Miss Cecil B. Wiener, Buffalo.

ADVISORY COUNCIL

Very Rev. Msgr. Francis J. O'Hara, Brooklyn.

Robert W. deForest, New York.

William R. Stewart, New York.
Robert W. Heberd, New York.
Nathan Bijur, New York.
Simon W. Rosendale, Albany.
Mornay Williams, New York.
Max Landsberg, D. D., Rochester.
Edmond J. Butler, New York.
Frank E. Wade, Buffalo.
George B. Robinson, Bedford Hills.
Lee K. Frankel, New York.
Charles H. Johnson, Albany.
Rabbi Louis J. Kopald, Buffalo.

The several sessions will be in charge of the respective chairmen of topic committees as follows:

COMMITTEE ON CHILDREN

Rev. Bryan J. McEntegart, Director, Division of Children of the Catholic Charities of the Archdiocese of New York, 114 East 47th Street, New York City.

COMMITTEE ON DELINQUENCY

Edward R. Cass, Executive Secretary, Prison Association of New York, 135 East 15th Street, New York City.

COMMITTEE ON FAMILIES

David C. Adie, Secretary, Charity Organization Society, 181 Franklin Street, Buffalo.

COMMITTEE ON INDUSTRIAL AND ECONOMIC PROBLEMS

Leroy A. Snyder, Executive Director, Clothiers' Exchange, Rochester.

COMMITTEE ON MENTAL HYGIENE

C. Floyd Haviland, M. D., Chairman, State Hospital Commission, Albany.

COMMITTEE ON SPECIALIZED EDUCATION

Louis Wilson, Director, Division of Vocational and Extension Education State Department of Education, Albany.

LIST OF CONTRIBUTORS TO THE TWENTY-THIRD CONFERENCE.

- | | |
|--|--|
| Acker, Mrs. Milo M. | Brooklyn Children's Aid Society, Brooklyn |
| Almy, Frederic | Brooklyn Home for Blind, Crippled and Defective Children, Port Jeff- erson |
| Angel Guardian Home for Little Children, Brooklyn | Brother A. Paul, New York City |
| Armstrong, Mrs. H. K. | Brother Alban, Utica |
| Armstrong, S. T., M. D. | Brother Barnabas, Toronto, Canada |
| Arnold, Mrs. Benjamin W. | Brother Henry, Troy |
| Associated Charities, Mt. Vernon | Brother Robert, Albany |
| Associated Hebrew Charities, Roch- ester | Brown, Miss Grace |
| Asylum of the Sisters of St. Dominic, Blauvelt | Brown, Herbert A. |
| Atkinson, R. K. | Brown, Mrs. Shirley E. |
| | Buffalo Foundation, Buffalo |
| Baker, Amos T., M. D. | Burnet, Anne, M. D. |
| Baker, Jonathan | Burnett, William L. |
| Baker, Rt. Rev. Nelson H. | Burns, Miss Ada Ruth |
| Baron de Hirsch Fund, New York City | Burns, Millard S. |
| Barrett, Mrs. W. L. | Canfield, George T. |
| Bassett, Miss Lucy A. | Canty, James J. |
| Bayne, Miss Emily M. | Carney, Mrs. John H. |
| Bayne, Miss M. | Carstens, C. C. |
| Beale, Miss Gertrude M. | Case, Miss Emma G. |
| Begg, Miss Jean | Cass, Edward R. |
| Berkshire Industrial Farm, Canaan | Catholic Charities of Archdiocese of New York, New York City |
| Betts, Otis A. | Catholic Guardian Society, Brooklyn |
| Bidwell, Mrs. Clinton M. | Catholic Home Bureau, New York City |
| Bigelow, Mrs. Dana W. | Champlain Valley Hospital, Platts- burg |
| Biggs, Hermann M., M. D. | Charity Organization Society, Buffalo |
| Bijur, Nathan | Charity Organization Society, New York City |
| Boland, Rev. John P. | Collins, Charles H. |
| Bowman, LeRoy E. | Collins, W. W. |
| Boyne, Mrs. Harold | Connelly, Miss Annie T. |
| Breeze, William F. H. | Conolly, Mrs. J. S. |
| Brennan, John C. | Cook, Bertram B. R. |
| Brettle, Miss Katharine L. | Cook, Peter B. |
| Bridgeford, Miss Edna | Coutu, Miss Laura H. |
| Brim, Mrs. W. W. | |
| Brooklyn Association for Improving the Condition of the Poor, Brook- lyn | |

Covill, Warren M.
 Crone, Mrs. D.
 Crouse, Mrs. Daniel N.
 Crowley, Rev. J. B.
 Cuddeback, Miss Caroline M.
 Cutting, R. Fulton

Daniels, Miss Florence D.
 Davenport, Mrs. John
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 Davis, Michael M., Jr.
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 deForest, Robert W.
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 Denton, Miss Esther
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 Dexter, Leon D.
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 Doherty, Mrs. Kathleen M.
 Donnelly, James J.
 Dougherty, Mrs. M. C.
 Drake, Francis A., M. D.
 Drury, Miss F. Blanche
 Dugan, Walter J.
 Dunckell, Miss Elizabeth S.

Ecob, Miss Katherine G.
 Edgecombe, Mrs. A. J.
 Edwards, Ward B.
 Eimer, Louis
 Elson, George W.
 Elsworth, Mrs. Edward

Fagan, Bernard J.
 Fagan, John T.
 Farley, Joseph
 Farrell, Miss Mary L.
 Fassett, Mrs. J. S.
 Fisher, Miss Gladys
 Fiske, Mrs. Marione C.
 Fitzgerald, Gerald B.
 Foley, Roy William
 Fontaine, Miss Elise de la
 Foote, Mrs. E. C.
 Force, Mrs. J. W.

Forrester, Thomas C.
 Forsyth, Miss Elizabeth K.
 Foster, Miss Mary G.
 Fox, Mrs. Anna B.
 Freel, Miss Statia H.
 Freeman, Miss Margaret
 Freeman, Mrs. Minnie E.
 Fuller, Mrs. Mary E.

Ganiard, Miss Julia C.
 Gannett, Mrs. Mary T. L.
 Gerlach, Rev. H. J.
 Gibson, Miss Ellen
 Gillespie, George J.
 Glenn, John M.
 Glenn, Mrs. John M.
 Glenney, Mrs. Bryant
 Glynn, Mrs. Martin H.
 Goodale, Mrs. E. S.
 Graham, Hugh P.
 Graham, J. S.
 Graham, Miss Margaret L.
 Granger, Miss Antoinette
 Grannis, Mrs. Florence A.
 Gray, Miss Eleanor A.
 Griffith, Mrs. E. W.
 Gurney, Mrs. Charles L.

Hall, Miss Genevieve C.
 Hamlin, Mrs. Chauncey J.
 Hammann, Mrs. Edward
 Hannay, Miss Lillian B.
 Harrington, James T., M. D.
 Harris, Isham G., M. D.
 Hawk, Mrs. Edward H., Jr.
 Hayes, Mrs. Hannah F.
 Hebrew Benevolent Society, Albany
 Hebrew Orphan Asylum of the City
 of New York, New York City
 Hebrew Sheltering Guardian Society,
 Pleasantville
 Hefin, Miss Archie E.
 Helbing, Frederick C.
 Henderson, Mrs. S. T.
 Hessberg, Mrs. Albert
 Hill, Miss Mary E.
 Hilles, Miss Anne F.
 Hinkley, Miss Mary
 Hoe, Mrs. Richard M.
 Hollander, Jacob S.

Hollingshead, Dr. Frances M.
Hollis, Fred W.
Hoopes, Mrs. Maurice
Horton, Mrs. Emilie H.
Howe, Lucien, M. D.
Howe, Dr. William
Howley, Miss Mary I.
Huffcut, Miss Lillian L.
Hughes, Miss Katherine V.
Hull, Stanton P., M. D.
Hun, Mrs. E. R.
Hunn, Herbert J.
Hunt, H. F.
Hunt, William
Hutchings, Richard H., M. D.

Immaculate Heart of Mary Asylum,
Buffalo
International Sunshine Society, New
York City
Ives, Miss Bertha M.
Ivins, Miss Sarah

Jefferson, Mrs. Thomas M.
Jermain, Miss M. C.
Jewish Federation for Social Serv-
ice, Buffalo
Johnson, Andrew G.
Johnson, Charles H.
Johnston, Miss Susan Dyckman
Jones, Abram Nicholls

Katz, Mrs. A. J.
Keim, Miss Charlotte
Kellogg, Mrs. Mabel O.
Kennedy, Miss Agnes R.
Kennedy, Thomas F.
Kieb, Raymond F., M. D.
Kilcourse, Mrs. Ella J.
Killip, William A.
King, Mrs. Marion S.
Kohler, Miss Florence M.
Kopald, Rabbi Louis J.
Kuhlman, Miss Mathilde S.
Kuolt, O. W.

Landsberg, Rev. Max
Larkin, Mrs. Alice
LaRue, J. Servis
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Lee, Miss Katherine
Leonard, Miss Ethel G.
Liddane, Miss Genevieve M.
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Livermore, Paul S.
Lovejoy, F. W.
Ludlow, Harry S.
Lunt, Forrest S.

McClure, Edward W.
McClure, Mrs. Edward W.
McCord, Clinton P., M. D.
McCully, Miss Eleanor
McDougal, Mrs. E. C.
McElwee, Miss Jean
McEntegart, Rev. Bryan J.
McGee, Adjutant M. Emma
McKenna, Mrs. E. B.
McKiernan, T.
McKnight, Mrs. Jessie D.
McLennan, William E.
Manck, Miss Sophia
Manion, Mrs. John C.
Marcus, Miss Grace F.
Metzger, Mrs. Laura K.
Michaels, Joseph
Miller, Miss Clara S.
Miller, William
Minnick, Mrs. Rose
Missionary Sisters of the Third Or-
der of St. Francis, Peekskill
Mission of the Immaculate Virgin
for the Protection of Homeless
and Destitute Children, New York
City
Mitchell, Mrs. Edith J.
Monaelesser, Adolphus, M. D.
Moore, Joseph W., M. D.
Moot, Adelbert
Moran, Frederick A.
Moran, Miss Katherine V.
Mother M. Celestine, Farmingdale
Mother M. Margaret, Syracuse
Mother H. Suso, Blauvelt
Mt. Magdalen School of Industry
and Reformatory of the Good
Shephard, Troy

Mt. St. Mary's Hospital, Niagara Falls

Murphy, Mrs. Mary A.

Myers, Mrs. Marian E. A.

National Committee for the Prevention of Blindness, New York City

Neagle, Miss Ruth C.

Nellis, William J.

Nevin, Ethan A., M. D.

New York Baptist Union for Ministerial Education, Rochester

New York Catholic Protectory, New York City

New York Foundling Hospital, New York City

New York Probation and Protective Association, New York City

Nolan, William T.

North, Mrs. Luella

Nottingham, Henry D.

Nusbaum, Mrs. Ethel H.

O'Brien, Miss Margaret L.

O'Connell, James H.

O'Hara, Very Rev. Msgr. Francis J.

Oothout, Mrs. John W.

Orphan Asylum Society of the City of Brooklyn, Brooklyn

Oswego Orphan Asylum

Paine, Miss M. Elizabeth

Parnell, Miss Sophia F.

Patterson, C. J., M. D.

Pioneer Warehouses, Brooklyn

Pitman, Dr. Mason

Pollock, Dr. Horatio M.

Potter, Dr. Marion Craig

Priddis, Rev. Alfred Scott

Protestant Home for Unprotected Children, Buffalo

Provident Loan Society of New York, New York City

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Purdy, Lawson

Quinn, Joseph F.

Randall, James A.

Redmond, Patrick

Reed, Mrs. Edith L.

Ridder, Victor F.

Riley, Dr. Thomas J.

Robinson, Edwin

Robinson, George B.

Roman Catholic Orphan Asylum Society, Brooklyn

Rontzahn, E. G.

Rontzahn, Miss S.

Rosendale, Simon W.

Rumsey, Mrs. Dexter P.

Russell Sage Foundation, New York City

Ryan, James J.

St. Agatha Home for Children, Nanuet

St. Catharine's Hospital Association of the City of Brooklyn, Brooklyn

St. Germain's Home, Peekskill

St. Joseph Infant Home, Utica

St. Mary's Free Hospital for Children, New York City

St. Mary's Home and School, Dunkirk

St. Mary's Hospital of the City of Brooklyn, Brooklyn

St. Mary's Maternity Hospital and Infant's Asylum, Syracuse

St. Stephen's College, Annandale-on-Hudson

St. Vincent de Paul Society, Brooklyn

St. Vincent de Paul Society, St. Ann's Conference, Buffalo

St. Vincent de Paul Society, Utica

Sanderson, Dwight

Sanford, Miss Anna E.

Schiff, Mortimer L.

Scully, Rev. Joseph

Seton Hospital, New York City

Shanahan, William T., M. D.

Shannon, Miss Jennie M.

Shillady, John R.

Shippy, Miss Rena W.

Sibley, F. Harper

Sister Agnes Marie, Flushing

Sister Delphine, Troy

Sister Emily, Albany

Sister Jane Frances, Brooklyn

Sister John Joseph, Troy
 Sister Leo, Rensselaer
 Sister Marie, Syracuse
 Sister M. Charita, New York City
 Sister M. Gabriel, Watervliet
 Sister Mary Joseph, Green Ridge
 Sister M. of St. Francis de Sales,
 Albany

Sister M. Scholastica, Watertown
 Sister M. Serena, Troy
 Sister St. Neri, Rockaway Park
 Sister Vincent de Paul, Ogdensburg
 Sisters of Charity, Buffalo
 Sisters of Charity, New York City
 Sisters of Charity, Syracuse
 Sisters of Good Shepherd, Buffalo
 Sisters of Good Shepherd, New York
 City

Smith, Arthur L.
 Smith, Miss Kathleen
 Solender, Samuel S.
 Springsteed, Miss Clara
 Starkweather, Miss Amy W.
 Staub, Rev. Jacob F.
 Stebbins, Miss Inez F.
 Steer, Miss Mary A.
 Stewart, Lisenard
 Stewart, Mrs. Phebe A. C.
 Stewart, William R.
 Stuart, Miss Mary
 Stuart, Mrs. Nellie R.
 Sweet, Miss Laura L.
 Syracuse State School for Mental
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Taylor, Harris
 Thacher, Miss L. Elizabeth
 Thalheimer, Mrs. Max
 Thorne, Samuel, Jr.
 Thurston, Henry W.
 Tinney, Miss Mary C.
 Tobin, Charles J.
 Todd, Hobart, H.
 Towne, Arthur W.

Townsend, Theodore I., M. D.
 Treble, Mrs. Norris R.
 Treiber, Miss Leah C.
 Troy Hospital, Troy
 Tuckerman, Paul
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 City
 Utter, Frank R.

Vander Veer, A., M. D.
 Veeder, Miss Margaret
 Verhoeven, Miss Anna E.
 Vetter, William L.
 Villard, Mrs. Henry
 VonDohlen, William
 Vories, Miss Faye
 Voss, Mrs. Albert A.

Wagner, Miss Edna M.
 Waite, Miss Mary V.
 Walker, Mrs. Ada C.
 Wallace, Rev. Edward A.
 Wallis, Mrs. Frank E.
 Walsh, Miss Anna
 Walsh, Miss Mary E.
 Warburg, Felix M.
 Warner, Charles H.
 Watson, Miss Lucy C.
 Wayne, Miss Helen
 Werner, Mrs. W. E.
 Wiener, Miss Cecil B.
 Wilcox, Ansley
 Wilkin, Robert J.
 Willcox, William G.
 Wilson, Lucius E.
 Wing, Miss Helen
 Wolcott, Miss Emily J.
 Wolff, Rabbi Horace J.
 Wood, Mrs. J. S.

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 Young, Dr. A. A.

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- Armstrong, S. T., M.D., Hillbourne Club, Katonah.
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- Axlroad, Miss Anne, State Board of Charities, Albany.
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- Baker, Jonathan, East Hampton; superintendent of poor of Suffolk County.
- Baker, Rt. Rev. Nelson H., Lackawanna; superintendent, Our Lady of Victory Infant Home.
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- Cook, B. B. R., Binghamton; superintendent, Susquehanna Valley Home.
- Cook, Peter B., 121 Franklin Street, Buffalo.
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- Dexter, Mrs. Leon D., 322 Garfield Avenue, Syracuse.
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